

A Manual for
Community Based
Crime Prevention

A large, semi-transparent red circle is centered on the page. Inside the circle, two hands of different skin tones are shown holding a glowing globe. The hands are positioned at the top and bottom of the globe, with fingers gently gripping it. The globe itself is bright and appears to be made of a translucent material, possibly glass or plastic, with a warm, orange-gold glow emanating from within. The background of the entire page is a solid, light red color. Overlaid on the globe and hands is the text 'MAKING SOUTH AFRICA SAFE' in large, bold, white capital letters with a black outline. The text is arranged in four lines: 'MAKING', 'SOUTH', 'AFRICA', and 'SAFE'.

**MAKING
SOUTH
AFRICA
SAFE**



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Crime Prevention



**MAKING
SOUTH
AFRICA
SAFE**

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Preamble

In view of the crime being experienced by communities, and with the high priority people are currently placing on safety and security, the National Crime Prevention Centre of the Department of Safety and Security initiated the production of a manual to assist local authorities to design their own crime prevention plan. 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 prevention has traditionally been regarded as the poor sister of the other elements of law enforcement and the criminal justice system. Although its importance might be less recognised, its effectiveness is no less great if it can be implemented successfully. What is increasingly being recognised internationally is that situational and social crime prevention require commitment and an understanding of the complex dynamics that operate within society. It is also necessary to acknowledge that different types of crime have different causes and occur in different circumstances. It is thus essential to gain a better understanding of the nature and circumstances of the crime in order to begin to tackle it more effectively.

The manager of the programme under which this manual was produced, was Philip Nel of the National Crime Prevention Centre, supported by the Deputy Director-General BL Fanaroff of the Department of Safety and Security. The manual was developed in partnership with CSIR Building and Construction Technology and its Crime Prevention Centre, together with the Institute for Security Studies (ISS), an NGO specialising in security research.

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Pretoria: Wiek Alberts: Greater Pretoria Metropolitan Council (GPMC) Community Safety

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. We refer you to further information that can be obtained from their documents cited in the reference list at the end of this manual. They have many years of experience allowing us in South Africa to build on the solid foundation that they have established.

In addition this publication benefited from the inputs of CSIR Roads and Transport Technology (Elna van Niekerk and Lynn Vermaak) and CSIR Building and Construction Technology (Tinus Kruger). His project management expertise was invaluable. Acknowledgement is also made to The Open Society Foundation, an international philanthropic agency that supports ISS in their crime prevention research. Thanks are due too to Vanessa Watson of University of Cape Town Planning School who kindly edited the planning concepts in the glossary.

About the manual

Crime affects the quality of life of every South African. Reducing crime and building safer communities must be a priority for all of us in this country. To make this happen, crime prevention must be initiated at the community level. This manual can help you develop a strategy to reduce crime in your community. Government policy and legislation urge local government to take the lead in implementing crime prevention programmes. This makes sense, because the key to reducing crime lies in having several organisations work together in a partnership. These efforts need to be coordinated and led by a committed team. Local government is often in the best position to do this, and this manual supports the efforts of the authorities.

The **National Crime Prevention Centre (NCPC)**, led by the Department of Safety and Security, initiated the drafting of this document. The first section explains what crime prevention is, 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 analysing crime in your community, to designing a strategy and to carrying out the projects selected to suit your area.

Treat this manual as a guide. The concept of crime prevention has developed over many years in different countries across the world. It has become clear that there are no easy solutions to the problem of crime. As a result, this document and the strategy you develop should be flexible and open to change.

What is a community crime prevention strategy?

- An action 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 coordination and management of crime prevention initiatives.
- A way to identify priority areas and tasks.



Why you need a community crime prevention strategy

Crime is a serious problem in this country. Solutions that work and are cost-effective must be found. Crime prevention is just this sort of solution. A community crime prevention strategy is a framework for the crime prevention activities that will make your area safer.

Crime prevention works

Your area needs a crime prevention strategy because it is the best way to reduce crime. It works. In countries where crime prevention has been practised for many years, certain projects have succeeded in bringing down crime levels and in lessening the chances of young people turning to crime. Consider these examples.

The Quantum Opportunities Program (QOP) in five cities in the USA reduced delinquency by 71% by providing disadvantaged, at-risk youths with incentives to complete school. An evaluation showed that programme members were more likely to finish high school, to register for tertiary education, and were less likely to be arrested than other young people in similar communities. In the Netherlands, projects to prevent young people from turning to crime also managed to reduce delinquency by 71%.

Many crime prevention programmes reduce the levels of crime. Two examples show decreases in domestic violence and crime related to alcohol and drug use. A programme to reduce domestic violence in Scotland focused on educating men convicted of domestic violence. An evaluation found that female partners of men in the programme reported a 56% decrease in domestic violence. In the USA, a two-year assessment of substance-abuse prevention programmes by the California Department of Alcohol and Drug Programs showed a 63% reduction in any illegal activity by programme participants.

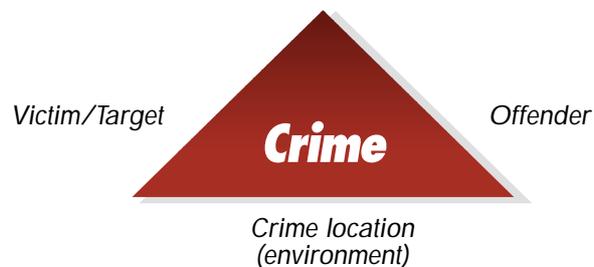
Property crimes like burglary can also be reduced through the crime prevention approach. In Kirkholt, England, a programme to reduce repeat burglary in a low-income housing estate showed a 58% reduction in burglaries in the first year (from 526 to 223). Over three years, this had improved by 75%. In the Netherlands the Safe Housing Label programme, initiated by the police in Rotterdam, Leiden and The Hague, showed a 70% reduction in burglaries among those households who participated.

Crime prevention programmes are not all equally successful, and one that works in your community may not work as well in another area. However, there is sufficient evidence to show that crime prevention does work. You can benefit from this experience and you should adapt examples of successful projects to make your community safer.

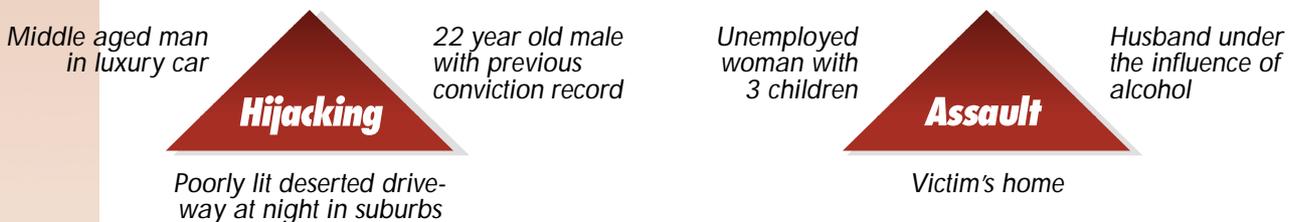
What causes crime?

Crime prevention works because it is based on a sound understanding of what causes crime. It is only by thinking through the causes of a problem that you will be able to prevent it.

Crime is not caused by any one event but rather results from a combination of many factors. Whether or not a crime is committed usually depends on three sets of characteristics: those of the offender, those of the potential victim, and those of the 'environment' where a crime is likely to be committed. The environment includes the physical location, the people, and activities in an area that might deter or encourage the offender in his or her actions. The examples below show how these basic elements can be applied to well-known crime situations. Just as a specific crime depends on the interaction and presence of these three elements, preventing crime also concerns the three components.



*Figure 1:
The basic elements of a crime*



*Figure 1(a):
Hijacking example*

*Figure 1(b):
Domestic violence example*

Crime prevention has become a buzzword - but what does it mean?

Crime prevention means different things to different people. For the police, crime prevention has to do with roadblocks, visible policing and search-and-seizure operations. For a social worker, it might mean setting up projects to re-integrate a young offender back into society after being arrested for a petty crime. These are very different activities, but they all contribute towards preventing crime.

In effect, crime prevention is about stopping crime from happening rather than waiting to respond once offences have been committed. For example, much policing activity

involves responding to crime: when the police are called to a crime scene they respond by investigating the case, arresting suspects, and seeking a conviction in court.

Many people believe that it is only through action by the police and the courts that crime in our communities will be reduced. This is usually seen as the 'tough, no-nonsense' approach resulting in punishment to deter offenders from committing crime again. But it is equally important to stop people from committing crime in the first place. Prevention, often seen as the 'soft' approach, saves the government vast amounts of money. It also lessens the impact of crime on victims, as well as the destructive effects of imprisonment, particularly on young offenders and petty offenders. It improves the quality of life in communities which, in the long term, helps create a safer environment. More importantly, preventing crime means aiming at the heart of the problem - rather than responding to its symptoms.

Crime prevention is not a 'soft' option!

Making your community safer will mean combining the efforts of those who enforce the law with the efforts of those who prevent people getting on the wrong side of the law. Given the factors that lead to crimes being committed (shown in Figure 1), it is clear that simply arresting an offender will deal with only one part of the 'crime triangle'.

You should therefore think of crime prevention as an approach that combines several strategies.

A definition of crime prevention

Crime prevention involves responding to a few priority problems, using targeted multi-agency programmes. These programmes aim to address the causes of and opportunities for particular crime problems. They should also enforce laws, ensure that order is maintained in the day to day activities of the community and reduce public fear of crime.

Why can't we expect the police alone to reduce crime?

Because crime is caused by a range of factors, it will be impossible for any one agency (like the police) to make a major difference on its own.

Consider the two examples in Figure 1 again:

- **In the hijacking case** (Figure 1(a)), the police could patrol the area and arrest the suspects if they are notified of the incident. But they cannot provide better street lighting, make the vehicle owner take precautions, or provide the offender with alternative employment opportunities.

- **In the domestic violence case** (Figure 1(b)), the police can do very little to prevent the assault since it happens in the privacy of a home and results from complex social problems. Even arresting the offender in this case will be difficult, because most victims do not report the incident to the police. Policing alone is seldom the best solution to violent crimes of this nature.

These two cases show that preventing crime requires the involvement of many very different role-players. Setting up partnerships between a range of organisations is the key to reducing crime in your community. Partnerships should pool the resources and skills of all relevant role-players for a specific crime prevention project. Together they can identify the most serious crimes in your area, plan how to reduce them and ensure appropriate and ongoing management of the projects.

Example of a crime prevention partnership

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 on highways, at major intersections and in suburbs; special courts for prosecuting suspects.
- **Municipalities**: Designing buildings and roads to reduce the opportunities for hijacking and informing people of risk factors and hijacking locations.
- **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.
- **NGOs**: Counselling victims of car hijackings and giving support in court preparation.

How the causes of crime are linked to the solutions

Solutions to crime must be based on the factors that cause crime, as shown in Figure 1 above:

- **Victims**: Crime prevention projects could consider what makes victims vulnerable, or attractive targets for offenders.
- **Offenders**: Crime prevention projects could focus on what makes offenders willing and able to commit the crime.
- **The environment**: Crime prevention projects should reduce the opportunities for crime in crime-prone places.

Because activities in these three categories are quite different and involve different agencies and government departments, crime prevention is generally understood in terms of three approaches:

- Law enforcement.
- Situational prevention (see glossary).
- Social prevention.

Programmes might start out using one approach and later incorporate other approaches. Examples of projects to solve various crime problems under these three approaches are shown below.

These **approaches** are not distinct and are rarely used alone. In most cases elements of all three are used together to impact on a single problem: for example, **car guard** programmes to reduce car theft provide visible policing (law enforcement), the 'eyes on the street' which act as a deterrent (situational prevention), and jobs for the previously unemployed (social prevention).



Figure 2:
Three approaches to crime prevention and some examples of possible projects

Planning your community crime prevention strategy

The key to successful crime prevention is planning. This means that you will have to

- approach your community's problems logically and systematically;
- develop focus areas and programmes to address the needs you identify; and
- evaluate these programmes to ensure that they are effective.

The planning model (Figure 3) shows the phases in designing and implementing a strategy. The rest of the manual will guide you through each of the steps to help you reduce crime in your area. Remember that funding, both for the strategy itself or projects within it, as well as for the planning of the strategy, is a necessary and ongoing activity.

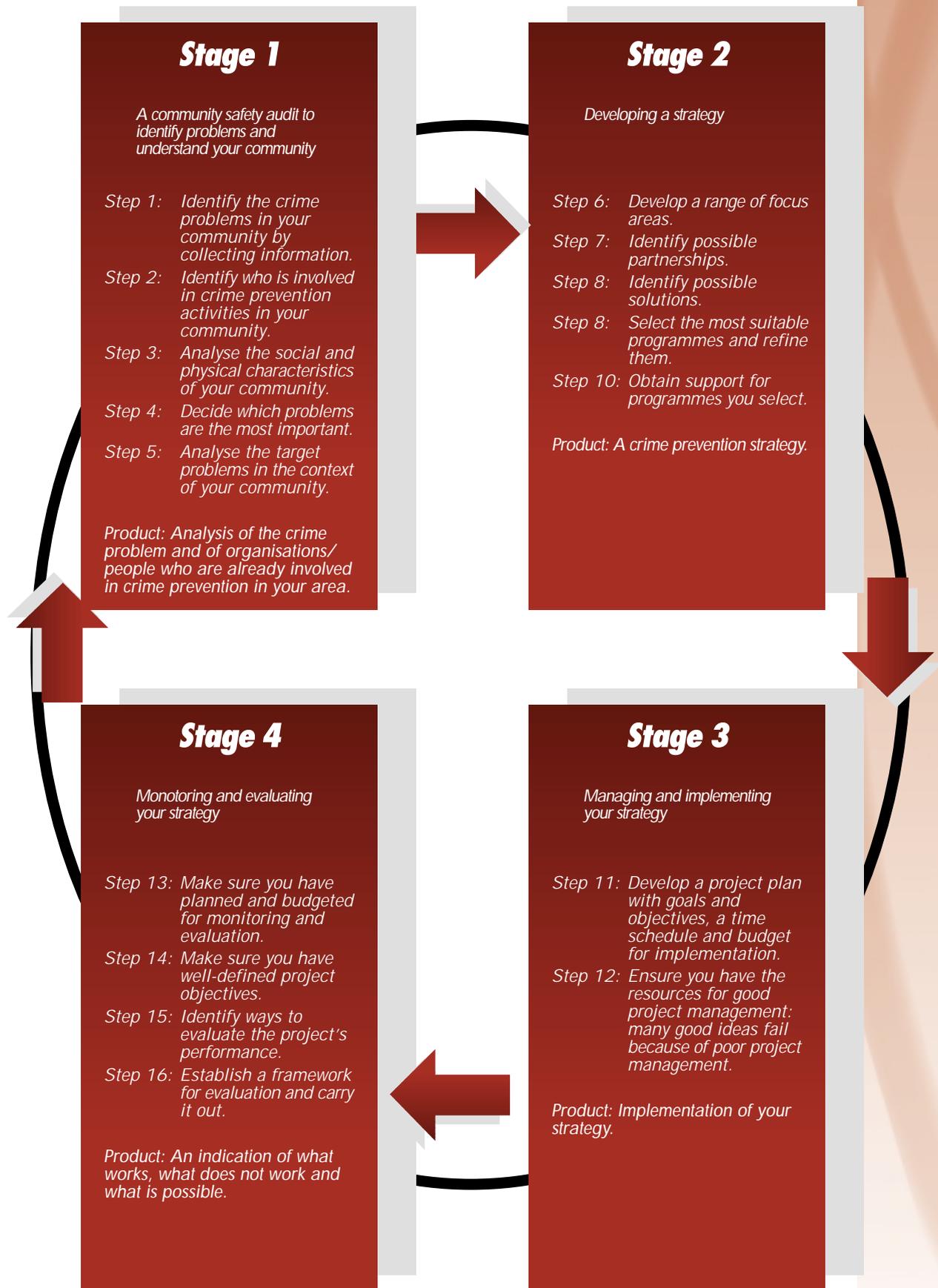


Figure 3:
The process of planning and designing your community crime prevention strategy



Government's framework for preventing crime: policies and legislation

Preventing crime has been a priority for the government since 1996 when the National Crime Prevention Strategy (NCPS) was launched. This strategy shows that preventing crime - rather than relying on the criminal justice process to arrest and convict offenders - is critical to making our communities safer.

The NCPS is based on the idea that the police alone cannot reduce crime. Without the involvement of the community and of government departments other than the Department of Safety and Security, it will be difficult to reduce crime. As a result the Departments of Justice, Correctional Services and Welfare also have primary responsibility for the NCPS, together with the provincial Safety and Security secretariats.

The NCPS has laid the foundation for crime prevention. The challenge now is to make the strategy work in communities across the country. Local government has been identified in the policies of the Department of Safety and Security and the Department of Provincial Affairs and Local Government as the partner best able to carry out crime prevention programmes. This is because crime occurs in specific places and is often related to the conditions experienced in a local context.

Legislation and policy documents that you should read before developing a community-based strategy

Department of Safety and Security

- White Paper on Safety and Security (September 1998)
- The South African Police Service Amendment Bill No 39 of 1998: Municipal Policing
- SAPS Amendment Act No 83 of 1998
- Proclamation (05.02.99) regarding SAPS Amendment Act 83 of 1998

Department of Provincial Affairs and Local Government

- White Paper on Local Government (March 1998)
- Local Government Transition Act (1993): Integrated Development Plans (IDPs)

Department of Land Affairs

- The Development Facilitation Act (DFA) of 1995
- Green Paper on Development and Planning May 1999
- Resource document on Chapter 1: Principles of DFA 1999
- Manual on Chapter 1: Principles of DFA 1999

White Paper on Safety and Security (September 1998)

Crime will be reduced through two strategies: law enforcement and social crime prevention. Law enforcement largely involves the police. Crime prevention needs much broader participation by government and community members. The involvement of the following different levels of government is the key to making this happen:

- *National government* will provide leadership, guidelines, coordination and, where possible, funding on an incentive basis to ensure effective local implementation.
- *Provincial government* will coordinate social crime prevention initiatives in the province.
- *Local government* will actively participate by planning programmes and coordinating a range of local actors to ensure that these are carried out.

The White Paper implies that crime prevention should be an integral part of good urban management and not something that is added on to existing functions. With this in mind, practical ways for local government to reduce crime include

- preventing crime in the structures of, and on the property of, the municipality;
- working with local police;
- aligning internal resources, objectives and development projects with the principles of crime prevention;
- coordinating crime prevention efforts in the municipal area to avoid duplication;
- enforcing by-laws and traffic laws;
- assisting victims by providing information on services; and
- initiating targeted crime prevention programmes.

How can the NCPS help?

An NCPS centre will be established by the Department of Safety and Security in Pretoria. The centre can help you in the following ways:

- providing research, technical guidance, and training, as well as sharing good practice; and
- advising local and provincial government on developing crime prevention programmes.

What role should community police forums (CPFs) play?

The White Paper says that local government should work with CPFs to

- identify flashpoints, crime patterns and anti-crime priorities and communicate these to local government and the SAPS;
- jointly set crime prevention priorities and agree on strategies; and
- mobilise community-based campaigns and activities and the resources to sustain them.

The South African Police Service Amendment Bill No 39 of 1998: Municipal policing

The Bill changes the South African Police Service Act of 1995 to allow local governments to establish municipal police services in their areas. This is not mandatory. Whether or not local governments take this route depends on how severe crime is and whether the resources and capacity are available.

Why is municipal policing important in preventing crime?

Visible policing is one of the most effective strategies to reduce the fear of crime, promote order in your community and reduce street crime. To supplement the resources of the SAPS, several local governments are already empowering their traffic and internal security officers to help fight crime. This is the best way of using all the resources in your area to ensure effective law enforcement and safer communities.

What powers will municipal police have?

Officers will have the same powers as those currently held by traffic officers - in other words, 'peace officer status'. This means they will not be able to investigate crime. An example of this is the Durban City Police, which has been operating with these powers independently of the SAPS for decades.

What will municipal police officers be responsible for?

- Policing road traffic and related laws.
- Policing municipal by-laws.
- Visible policing and other crime prevention functions.

If you are interested in setting up a municipal police service, you should do the following:

- Set up formal cooperation with the SAPS in your area.
- Form joint information systems and coordination structures with the SAPS, traffic and local government security officials.
- Draw up systems of control and accountability as envisaged in the South African Police Service Amendment Bill No 39 of 1998.
- Formally apply to the Provincial MEC of Safety and Security for approval. The application, signed by the CEO of the municipality together with the relevant executive council minutes, should contain: the service's envisaged name, the ranking structure, its proposed uniforms and insignia, its business plan for five years, its committee composition to ensure civilian oversight, its organisational structure, as well as a report showing how its functioning will not jeopardise the future functioning of traffic policing services.

Read the Act and the Proclamation carefully to understand specific procedures regarding:

How to apply; notification to the National Commissioner of the SAPS; rendering of a 24-hour municipal police service; annual plan; reports of the CEO; Certificate of Appointment; requirements for appointment as a member of the municipal police service; establishment and composition of a police coordinating committee; requirements for national training standards; appointment of the municipal police structure's executive head; its procedures for arresting; and the establishment of its civilian oversight committee and this committee's role and function.

White Paper on Local Government (March 1998)

Local government should promote integrated spatial and socio-economic development that is socially just and equal for everyone in the community. This implies that crime prevention principles are integrated with other aspects of local development, including economic development.

The White Paper also encourages local governments to form partnerships with organisations in the community, especially where these agencies have expertise that is lacking in local government (such as expertise in crime prevention).

The Local Government Transition Act of 1993

This Act compels municipalities to develop negotiated integrated development plans (IDPs) for their areas of authority.

IDPs aim to integrate the development and management of the area under the jurisdiction of the municipality. The plans incorporate metropolitan land-use planning, transport planning, infrastructure planning and the promotion of integrated economic development. Financial plans and budgets must be prepared in line with the IDPs.

Integrated development is a form of development where different actions support and augment one another by setting up positive interrelationships.

Development Facilitation Act (DFA) of 1995 of Dept of Land Affairs

The DFA introduced a new paradigm for planning and development by providing the basis for a coherent framework for land development according to a set of binding principles. This Act provides extraordinary measures to facilitate reconstruction and development. These include transforming planning processes, mechanisms and institutions to allow local governments to take up their new roles of carrying out development.

This Act also stipulates that land development objectives (LDOs) must be prepared every year by municipalities and approved by the MEC in the province. LDOs are drawn up on the basis of extensive public participation and provide local government with a clear idea of what its communities regard as the most important development priorities. LDOs contain general principles for land development. For more information on these principles, consult the resource document and manual from the Department of Land Affairs.

What do the Development Facilitation Act's LDOs and the Local Government Transitional Act's IDPs mean for crime prevention?

Responding to people's needs

The process of defining the LDOs and developing the IDPs has been designed to ensure that those people who are affected by these plans have a say in their development. What they consider to be priorities should be reflected in these plans. In towns where these plans have been approved it is apparent that crime is a major concern for the people living there. A community crime prevention plan provides a basis for these priorities to be addressed. It takes into account community needs in the development of their community.

Making use of all government's resources

Research directed towards understanding why different types of crime occur in different physical and social environments points to the vast disparities in living conditions as being one of the major factors in the complex chain of causes. The spatial planning approaches used in the past reflected policies of separation. The spatial fragmentation existing within our urban environments reinforces these disparities. Thus a spatial framework that is directed towards achieving spatial integration will work to overcome these structural problems. Crime prevention programmes must consider these spatial implications. Coordinated use of government's resources to address disparities in the community's access to employment, services and wealth creation is an essential part of local crime prevention.



Who should take the lead? The role of local government

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

- leadership and coordination;
- sustained involvement; and
- contact with the community.

Local government can meet these needs

- It is the level of government closest to the people. Elected representatives can make the needs of their community known. Projects can be designed to target these specific needs. Such local solutions are most likely to solve local problems.
- This is where the day-to-day delivery of services happens. These services improve people's quality of life and build better living environments. Many of these services are also the basic elements of crime prevention.
- Local governments are starting to work on developing their communities. If crime is one of the main obstacles to improving the quality of life in your area, the council must take responsibility for local safety.
- The LDO and IDP processes show that many communities prioritise crime and safety and security as major concerns.

Councils already working on crime prevention strategies

- The Greater Johannesburg Metropolitan Council established a Safer Cities programme in 1997.
- The Greater Pretoria Metropolitan Council approved its crime prevention strategy in November 1998.
- The councils in Cape Town and Durban are developing crime prevention programmes.
- The Highveld Ridge Transitional Local Council in Mpumalanga started the process of developing a strategy in 1998.
- The Khayalami Metropolitan Council has developed a crime prevention strategy.

There are many lessons that can be learned from the experience of these councils. A key to preventing crime is experimentation, 'learning by doing', and sharing good and bad practice. Contact these municipal councils for advice and information about their strategies.

How can local government get involved in preventing crime?

The core functions for 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. Because crime occurs at the local level, it will be necessary for local government to initiate action and engage with the other levels. Crime prevention can take place at three levels:

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

Level 2 Aligning local government functions with crime prevention principles.

Level 3 Beyond local government activities and towards partnerships.

Effective crime prevention needs activity at all three levels

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 policing involves 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 to council.

A few 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, arrests, penalising traffic violations.
- Reducing public disasters by enforcing by-laws.

Level 2 Aligning local government functions with crime prevention principles

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

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

* See Napier et al (1998), *Environmental design for safer communities*.

** Social welfare is a provincial function. If the provincial government contracts local government to carry out this function the identified examples are possible activities.

Level 3 Start new projects involving community partners

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 than Level 1 because you will have to develop broad strategies involving a number of approaches, areas of expertise and actors.

A few 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 young at-risk families.
- Introduce municipal by-law 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.
- Develop domestic violence reduction programmes.
- Control and regulate the sex-work industry.
- Develop programmes to reduce gun ownership and illegal firearm trade.

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

Local governments vary. Some are more than one small town, others large metropolitan areas with several municipalities. Some metropolitan areas want to form unitary metropolitan areas and establish uni-cities. Departmental structures and functions differ.

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

Table 1: Options of where you locate your strategy

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

See **Table 1** for the strengths and weaknesses of each option.

Crime prevention could be located in one of the following:

- Line function
- Support function
- Strategic function

You could use elements of each model in deciding where to situate your crime prevention office. For example, it could be linked to the senior strategic function **and** to a 'safety' line function. Also, if zero-based budgeting and bidding processes are linked to certain strategic objectives, this could provide additional means of getting funds. If crime prevention is a strategic priority in your council, a points system can be developed that gives higher priority to components of a departmental budget that meet crime prevention aims.

Is crime prevention a metropolitan or municipal function?

It is important to tackle crime across a whole metropolitan area. This means that coordination is best situated at a metropolitan level. Municipalities can still carry out programmes and provide infrastructure and resources to the broader crime prevention strategy.

Should local governments consider the Section 21 company route?

Some local governments have created non-profitmaking Section 21 companies to handle their crime prevention work.

Benefits

- A Section 21 company is useful for organising partnerships with external stakeholders (although this can be limited by the formality of these companies).

Limitations

- It may not be easy to design and implement crime prevention programmes that involve council activities. The success of programmes like by-law enforcement, municipal policing and realigning council functions depends on how well supported these are in the council.
- It might be more difficult to get the direct involvement of the SAPS and other government departments.
- Crime prevention might be seen as an add-on. It will then be distanced from other core local government functions and might not be taken seriously in council.
- It could be difficult to sustain your strategy over the long term if its activities are not strategically located in the council structure.

Resourcing and financing your strategy

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

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

1. Crime prevention coordinator

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

The primary functions of the coordinator would be to

- set up partnerships;
- interact with partners; and
- assist local government departments and other partners to
 - undertake the crime audit and strategy development processes,
 - design and develop projects and programmes,
 - drive functional planning processes across different local authority departments,
 - advise on local authority crime reduction strategies,
 - maintain a reporting system, and
 - mentor project leaders.

What you will need to look for in a coordinator:

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

2. Secretarial and administrative support

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

3. The costs of project management

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

It is unlikely that the coordinator 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.

4. Costs for conducting the analyses

Stage 1 of the project details how and why you need to conduct a crime audit and socio-economic and physical analyses of your local authority area. See Chapter 7 for further details. Funding to carry out these activities will be required.

5. 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. The balance between programmes that can be funded through existing budgets and those that need additional resources depends on the results of your strategy development process (see Chapter 8). During this process partners will decide what needs to be done.

6. Monitoring and evaluation assistance of your strategy

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

Possible sources of finance

Crime prevention activities that overlap existing council functions can be funded by local government. Those that depend on external partners will have to look beyond the public sector for financial assistance. This fundraising might be an ongoing activity and can occupy a major portion of a skilled fundraiser's time, or it could become part of the project coordinator's/manager's job. The advantages of different funding options are shown in Table 2.

Table 2: Potential funding sources for your strategies

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

Some tips to consider regarding financing

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

Also keep in mind the advice given on page 20 regarding zero-based budgeting and bidding processes when targeting funds from your local council: strategic objectives and priorities influence the bidding system within departmental budgets, so lobby for crime prevention to become a priority within your local council.

Partnerships: the key to structuring crime prevention

Crime is the product 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 prevention activities need to be formalised and coordinated. Partnerships are the key to making such multi-agency approaches work.

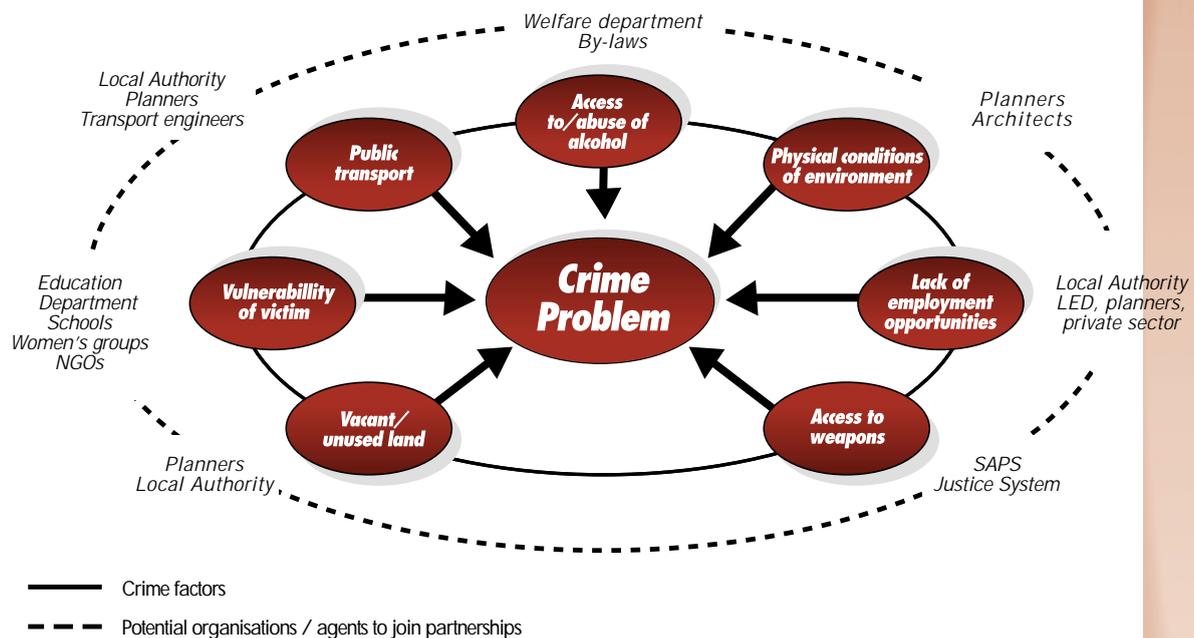


Figure 4: Examples of factors playing a role in crime, and agencies with the skills to address the problems

Some questions to consider regarding partnerships

What is a partnership?

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

Definition of a partnership against crime

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

Adapted from the United Nations Centre for Human Settlements (1997)

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

- getting all relevant groups to participate;
- consulting with your community;
- setting up structures to engage local people;
- balancing the competing interests of powerful groups; and
- responding to groups who may feel excluded.

The key challenge for crime prevention partnerships

Compare a crime prevention partnership to one in the field of shelter and housing. Housing is a core competency of provincial government. It is also an important issue for local government and a vital sectoral interest for the private sector. But, in the case of community safety, no government department other than the police has crime prevention as its main function.

This means that crime prevention is usually a peripheral concern for all agencies, and a truly core activity for none (other than the police).

Who should set up partnerships?

No specific agency is responsible for setting up crime prevention partnerships. The White Paper on Safety and Security says the provincial departments of safety and security should coordinate activities at the local level. But this responsibility is shared with other agencies. These could be provincial or local government, local councillors, police or other community organisations.

Two principles should guide you

- Demand is key: if provincial government is slow to take up the challenge and a local government is actively driving crime prevention, the local government should coordinate 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?

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

1. South African Police Service.
2. Local government and provincial departments of Safety and Security.
3. Government departments: particularly Justice and Correctional Services (but also consider Welfare, Health, and Education).
4. Community Police Forums (CPFs).
5. Civil society.
6. Business.

Note about partnerships

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

Representivity

A more difficult question is who should represent these role-players. Should you involve church and women's groups? If so, which ones? Will you need assistance from the police at national, provincial, area or station level? What about the SAPS flying squad or one of the special investigation units like the Child Protection Unit? 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?

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

What a partnership **MUST** do

- Share information about crime and how to reduce it.
- Coordinate crime prevention activities.
- Lobby other institutions to get involved in preventing crime. This can include putting pressure on institutions that are not fulfilling their potential to reduce crime.

These are the minimal functions of partnerships. They are least controversial, because organisations are not committed beyond their normal roles, or carrying out specific projects.

What a partnership **CAN** do

A partnership should share research and crime information. This means identifying information gaps and lobbying for research to fill them. This is valuable if it leads to consensus about what the priority crime problems are and how they can be reduced.

The following are essential:

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

These examples of what a partnership can do show the functions of a more sophisticated partnership. Here, membership is more binding and comprehensive.

How do you manage the partnership?

To work effectively, a partnership must agree on

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

Who provides the leadership and coordination?

The question of who leads 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 have

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

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

At what level should a partnership operate?

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

- provincial;
- metropolitan;
- municipal; and
- neighbourhood.

Benefits and limitations of different partnerships

Strengths	Most responsive to local needs Involve partners that might otherwise be excluded Maximise participation Often fall within a police station area Can assist with project implementation
Weaknesses	Poor access to local and provincial government Limited power and access to resources Require extra effort to get decision-makers' support Few full-time dedicated personnel available Hard to influence provincial and national SAPS members

Example: Joubert Park Precinct Integrated Pilot Project Committee

This partnership is being initiated in the Johannesburg inner city to assist in the design and implementation of several crime prevention initiatives in the area. Partners will include the Precinct Office, NGOs, resident and community groups, elected councillors, Safer Cities Greater Johannesburg and the Inner City Office (both of GJMC) and the Hillbrow police station and community police forum.

Table 4: Municipal or metropolitan partnerships

Strengths	<ul style="list-style-type: none"> Crime prevention can be aligned with local government delivery and planning Can organise delivery of projects at local level Have information on what local needs are, via elected representatives and LDOs Have access to local political processes Have access to decision makers Can align projects with a manageable number of policing areas
Weaknesses	<ul style="list-style-type: none"> Links to provincial departments and decision makers can be weak Ability to impact on the agenda of SAPS can be difficult Access to the provincial political process is less easy

Example: The Safer Cities GJMC Partnership

This partnership was created by Safer Cities of Greater Johannesburg to assist in developing a strategy for the Johannesburg Metro. The partnership existed for six months during the strategy development process. The partnership had a two-tier structure: a board partnership that comprised more than 80 local organisations from a wide range of sectors and a steering committee nominated by the partnership of about 25 representatives who met on a monthly basis to advise on strategy development.

Table 5: Provincial partnerships

Strengths	<ul style="list-style-type: none"> Have access to provincial departments Have access to provincial policing structures
Weaknesses	<ul style="list-style-type: none"> Limited access to local political processes Limited access to local government delivery Selection of projects might not reflect priorities of affected local community

Example: MADAM - Multi Agency Delivery Action Mechanism

This is a crime reduction partnership in the Western Cape province. Members include the provincial Department of Safety and Security and other departments, local government representatives, SAPS and the Provincial Operations Coordinating Committee (for joint SAPS/SANDF operations). Other agencies such as NGOs are requested to make representations periodically.

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

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

Formal structured partnerships

These might include

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

Example from the Greater Pretoria Metropolitan Council

Unlike most South African crime prevention partnerships, the Greater Pretoria Metropolitan Council and other city stakeholders chose to create a Section 21 (non-profit making) company as the vehicle for its partnership. The company has a nominated board of directors who operate according to a constitution and set of rules. (This has both advantages and disadvantages - see 'Benefits' and 'Limitations' on page 22.)

To whom are partners accountable?

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

Local government legislation allows partnerships to be constituted as either Section 59 or Section 60 committees. Local councillors establish both types and, with local council officials, invite other stakeholders to be members. Section 59 committees are limited to recommending action to council, whereas Section 60 committees have decision-making abilities.

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

Communication and community participation

Communication and community participation are essential elements 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.

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, the media (including community radio stations), publications, etc.

A communication strategy that deals with all aspects of communication, including the media, public meetings, functions, posters, pamphlets, etc., should be developed from the start. Trained communications 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 right through to implementation and monitoring of the different projects that make up your strategy.

Do not confuse community participation with consultation. Real participation means that people are actively involved in making decisions about the planning and implementation of the processes, 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 their opinions and feedback on proposed actions.

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. 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.

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

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

It is important that all stakeholders are invited to participate in the process, especially those who are directly affected. This could include NGOs, churches, schools, businesses, trade unions, civic organisations, sport groups, CPFs, community-based organisations, 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 a complex concept. This manual's intention is not to describe in detail all the aspects of community participation as it is aimed at examining the process of preventing crime. It is extremely important, though, 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. 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. Sections dealing with public participation in both the DFA and Municipal Structures and Systems Bills are also relevant in this respect.

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.

The four stages of a local crime prevention strategy: overview

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

Stages and steps of your strategy

STAGE 1

A community safety audit to identify problems and understand your community

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

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



STAGE 2

Developing a strategy

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

Product: A crime prevention strategy.



STAGE 3

Managing and implementing your strategy

Step 11: Develop project plans to implement your solutions with goals and objectives.

Step 12: Ensure you have resources for good project management: many good ideas fail because of poor project management.

Product: The ability to implement your strategy.



STAGE 4

Monitoring and evaluating your strategy

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

Step 14: Make sure you have well-defined project objectives.

Step 15: Identify ways to evaluate the project's performance.

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

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

This is called the problem-solving approach. There are four phases to this approach. These are shown as stages in the planning model above. Make sure you have covered these four stages when you design and carry out your crime prevention strategy. Each of the stages is discussed in more detail in Chapters 8 -11.

Stage 1: A community safety audit

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

- Step 1:** Identify the crime problems in your community by collecting information.
- Step 2:** Identify who is already involved in crime prevention activities in your community.
- Step 3:** Analyse the social and physical characteristics of your area.
- Step 4:** Decide which problems are most important.
- Step 5:** Analyse the priority problems in your community.

Why you need to conduct a community safety audit

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

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

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

Even if the problems in your area seem obvious, it is worth finding out as much as possible about their extent and nature. Remember that community members whose voices are most loudly heard are not necessarily those who are most affected by crime. You need to identify correctly who is most at risk. Also a good analysis of the problem will be useful when you look for the most effective crime 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.

Who can help you to undertake the audit?

You could get help or advice from

- police and other officials in your area who have used statistics and are familiar with the local crime problems;
- community police forums;
- community groups or NGOs who work on crime or related issues;
- members of a local university or college; and
- national government: the NCPC may be able to advise or assist you.

Step 1

Identify the crime problems in your community by collecting information

What is your community?

You will need to decide which people to include in the process. The group you choose may correspond with geographical boundaries such as a metropolitan area or municipal boundary - or it may be smaller - a town or a particular neighbourhood.

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

What information you will need

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

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

1. Information about the nature of crime

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

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

For example, in Durban a victim survey showed that 20% of robberies occurred at or on public transport facilities. Information on where crimes occur also suggests that opportunities are available to offenders: car thefts may be high in a particular street at night because the street lighting is poor or absent.

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

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

Victim surveys have shown that up to 70% of offenders who commit common assault, sexual assault and murder are known to their victims. This means that a large proportion of these crimes could be domestic violence.

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

If your analysis tells you most murders in your local township are committed with knives in shebeens, that the offenders are young men and the victims known to them, the solution will be very different than if you found that most murders occurred during the course of car hijackings committed by organised syndicates armed with guns.

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

2. Information about the amount of crime

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

These data also help explain crime: levels of assault, rape and murder in South Africa increase during the holiday periods in December and April every year.

Crime rates: Rates are more accurate than numbers if you are comparing areas. To compare cities, towns or suburbs with different sizes of populations, the number of crimes must be calculated as a rate. This can be done by dividing the number of crimes by the population. You can get population figures from your council or from the official census carried out by Statistics SA in Pretoria. The HSRC in Pretoria also keep statistics and records of population figures.

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, if you can get it, assessing risk is the best measure to use.

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

Example

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

Sources of information

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

1. Police statistics

The police can be a good source of information about crime. In South Africa, many people are sceptical about the accuracy of police figures. There are several reasons why police records should be used, despite this source's limitations. To find out what the police can offer, meet with your local station commander.

Police records are useful because they

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

Table 6: Sources of information about crime

<p>Police</p>	<p>a) Statistics</p> <ul style="list-style-type: none"> • National, provincial, local figures from CIAC in Pretoria and in your province. • Local police station. 	<p>b) Interviews</p> <ul style="list-style-type: none"> • Your local station commander. • Local head of crime prevention. • Local head of detectives. • The area commissioner.
<p>Your community</p>	<p>a) Victim surveys</p> <ul style="list-style-type: none"> • Tell you about the <ul style="list-style-type: none"> - extent of crime; - most serious crimes; - degree of fear of crime; - community concerns, etc. 	<p>b) Other community sources</p> <ul style="list-style-type: none"> • Interviews with key people. • Group interviews/focus groups. • Agencies, institutions, business, CPFs, NGOs, council departments, private security firms, hospitals, schools, etc. • Newspaper, radio and TV reports.

Police records are limited because

- only information that the public reports is recorded: statistics on sexual violence, petty crimes like mugging, crimes against children, fraud, corruption and drug-related crimes are less certain;
- statistics at neighbourhood or street level are not always accurate and are hard to get hold of; and
- details about crimes (such as how crimes are committed, whether weapons are used, types of injuries, relationship of victim to offender) are sometimes lacking.

Statistics are released to the public, every three to six months, by the Crime Information Analysis Centre (CIAC) through local SAPS stations.

2. Community: victim surveys

Victim surveys are the most systematic method of gathering information from your community. They not only fill in the gaps in police data, but also tell you what people think about the crime problem and about existing services, like the police. Your community's perceptions are as important as how much crime happens - community consultation is a vital step in the planning process. People's ideas about local crime 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 (see box below);
- 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; and
- show what the public thinks about the police, victim support agencies, private security, etc., and how these services could be improved.

Victim surveys are limited because

- they can be expensive and time-consuming;
- women are often reluctant to talk about sexual crimes and domestic violence;
- they may not provide data on crimes against children (usually only people over 18

Some findings from victim surveys

Risk of crime

- Violent crimes like common assault, murder and sexual assault are more likely to happen to poorer people (largely Africans and coloureds) and to those living in townships than to the middle and higher income groups.
- When calculating how the risk of stock theft varies for different people, it is important to know not only how many people are victims of stock theft, but also how many people own stock. For example, the National Victim Survey found that 4,9% of all South Africans experienced stock theft; however, when calculated as a percentage of the number of people who owned stock, 15% of these stock-owners were identified as victims.

Fear of crime

- Nearly two-thirds of middle-income residents of Durban and Pretoria think the inner city or CBD is the most unsafe place in the metro. But the surveys show that more crime happens in townships and suburbs than in the inner city.
- More African people (and coloured people in Cape Town) feel very unsafe where they live and have a poorer perception of policing than do white and Indian people.

Opinion about service delivery

- In all the metropolitan areas, on average only 33% of people thought the police were able to control crime. Most wanted better service delivery in police stations.
- Only 20% of victims had used the services of victim support agencies and even fewer knew of their existence. Victims did nevertheless express a need for such services, particularly those who had experienced sexual assault, murder and hijacking.

- years of age are interviewed); and
- they usually do not provide information about offenders (although you can ask about this when you design the survey).

3. Other sources in your community

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

You could get good information about crime 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 - a survey of violence against women in Johannesburg, Durban and Cape Town in 1998 showed that doctors were the second most common source of assistance for women after friends and family;
- victim support agencies like Lifeline and Rape Crisis;
- CPFs;
- prisons;
- women's organisations and youth groups;
- civic organisations; and
- trade unions.

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

- **Interviews with key people:** These could include local leaders of political parties; the CPF chair; women's groups; church groups and leaders; 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 SAPS 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, or taxi owners and drivers.

Step 2

Identify who is already involved in crime prevention activities in your community

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

The benefits of this step are the following:

- making the coordination of activities in your area easier;
- avoiding the duplication of programmes;
- identifying the gaps in service delivery: for example, an audit of the Western Metropolitan Local Council in the Roodepoort area in 1998 showed that there were no shelters for victims of domestic violence;
- maximising scarce resources, skills and capacity by teaming up with existing initiatives; and
- 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.

Step 3

Analyse the physical and social characteristics of your community

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

Physical characteristics

This information will be useful for designing situational crime prevention projects. Some of these are known as 'crime prevention through environmental design' (CPTED) or 'place-specific crime prevention' (see Glossary). Projects like this should be implemented alongside social and law enforcement projects that target a specific crime problem in your area. Some of the main physical characteristics are listed below. Talk to the planning department in your council for more details and consult the *Environmental Design for Safer Communities in South Africa* manual (see Reference list at back).

You should collect information on the following factors, among others:

- **Population density:** This may contribute to crime if people are living in very overcrowded conditions.
- **Layout and housing type:** Factors like zoning for allocating land for specific uses, the layout of neighbourhoods, the type of housing and the size of plots can encourage

criminality. Shacks in informal settlements are easier to break into and harder to secure with burglar bars or door locks. Large plots or smallholdings reduce the number of pedestrians using the streets, making for fewer 'eyes on the street'. The public areas of some hostels and multistorey buildings are unsafe, with dark and long passages and stairways that offer refuge to potential criminals.

- **Image and infrastructure:** Graffiti, garbage, broken windows and neglected yards create the impression that an area is unsafe and may mean that residents will be less interested in improving the area where they live. Also note which parts of your community are electrified and have infrastructure and services. Poor street lighting encourages criminality and a lack of infrastructure and services makes people vulnerable to crime.
- **Transport routes:** The layout and nature of roads and railways lines can provide opportunities for crime and hinder crime prevention efforts. Highways bring non-resident traffic and provide easy routes for criminals to enter and escape from an area.
- **Vacant land:** Townships are characterised by large areas of vacant or undeveloped land. Because these spaces are often poorly maintained, they provide opportunities for committing crime, render people walking in these areas vulnerable to attack and make the work of police patrols more difficult.
- **Commercial and industrial facilities:** Certain types of business may attract or facilitate crime. In Durban, for example, the concentration of pawnshops in the Point Road area has been linked to high levels of burglary and theft as criminals can sell stolen goods shortly after committing a crime.

Example: Physical features' impact on crime

The CSIR's spatial analysis of the Greater Johannesburg Western Metropolitan Local Council produced evidence of how spatial characteristics impacted on the particular crime types and patterns. Some of the findings include:

- **Rapid transit routes**

These offer opportunities for easy access and escape routes for criminals (for example Main Reef Road and the main Dobsonville Road).

- **Vacant land**

Large areas of vacant or undeveloped open land (e.g. mining land, undeveloped private plots, vacant council land and undeveloped areas zoned as public open space) offer numerous opportunities for crime. Crime in these places can be attributed to factors such as poor opportunities for surveillance, access and escape routes for criminals, a lack of responsibility for the areas, lack of maintenance, deterioration, etc.

- **Layout and housing types**

The 'dormitory' nature of formal townships makes the inhabitants vulnerable to crime. The lack of jobs in the immediate environment forces people to leave these areas during working hours, with negative consequences. People are forced to commute long distances to find employment and are in turn exposed to crime at taxi ranks, railway stations and while crossing undeveloped land early in the mornings or late at night. Furthermore, hostels establish overcrowded living conditions with limited access to water and sanitation facilities, and in many cases create a climate for conflict - for example the Dube Hostel in Meadowlands, where there are 16 people in each room.

- **Infrastructure**

A lack of proper or any type of lighting contributes to opportunities for crime. Surveillance is improved if there is good visibility. On many large vacant areas or open spaces visibility is reduced by inappropriate landscaping or an absence of proper lighting. Many public open spaces in the Meadowlands and Dobsonville areas have no form of lighting. In the mining belt, dense undergrowth and bushes not only reduce visibility but also offer hiding places for criminals and stolen goods.

- **Public transport facilities**

These places stand out as ideal settings for crimes like mugging, robbery, rape and conflict between rival taxi organisations. The opportunity for crime is increased by their location on or adjacent to vacant or undeveloped land, as well as the absence of design of the taxi ranks and railway stations - for example where little opportunity for surveillance has been provided.

Social characteristics

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

- **Age:** This can be an important factor in understanding and anticipating crime levels in your area. Changes in crime levels in countries like the United States have been linked to the number of people between the ages of 15 and 24 - the age of most offenders.
- **Gender:** Women are vulnerable to certain types of crime, such as domestic violence and sexual assault. Young men are most at risk of other violent crimes and are most likely to commit crime.
- **Socio-economic status:** Poverty and unemployment can cause crime and need to be considered in your planning.

- **High levels of inequality:** High levels of crime are often linked to high levels of economic inequality. South African cities are characterised by rich and poor people living side by side. This is often where crime is highest.
- **Youth activities:** Many types of crime are committed by young adults and by adolescents. It is important to find out what recreational, sport and social facilities exist in your area and whether there are any organisations to which young people can belong. You should also investigate the schools in your community and the extent to which they can be involved in crime prevention activities like raising awareness, providing after-care facilities, staying open later, etc.
- **Communication and participation in community activities:** It will be easier to implement crime prevention programmes in communities where there is good communication among residents and high levels of participation in local organisations and activities. Assess the CPFs in your area to determine how well they are working and whether the community participates in CPF-related activities. Other initiatives like neighbourhood watches and street or block committees are also indicators of people's willingness to participate in crime prevention activities.
- **Security of tenure:** Crime tends to be higher in communities where there is a high degree of change of occupancy of property. Residents who rent may have less interest in securing their communities than do homeowners. Different types of land tenure can affect the ability and inclination of residents to invest in their houses. Rapid turnover of housing also affects the cohesion of the community.

Sources of information about your community

Information about the physical characteristics of your area can be obtained from city planners in your local council. Most municipalities should, in terms of the Local Government Transition Act and the Development Facilitation Act, have developed:

- Land Development Objectives (LDOs) that describe the general principles for land development adopted by your municipality.
- Integrated Development Plans (IDPs) 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 LDO and IDP reports. Statistics SA in Pretoria will also be able to assist you with statistics about your area.

Step 4

Decide which problems are most important

Your crime prevention strategy is likely to succeed only if you focus on a small number of manageable problems. In this part of the planning process you should use the information you collected in Steps 1, 2, 3 and 4 to decide which problems are most serious. You will then be able to target crime prevention programmes where they are most needed and where they are most likely to succeed.

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

For example, how would you select one of the following problems for urgent attention?

Domestic violence	Occurs at moderate levels; results in injuries and deaths; poor response from the criminal justice system; low potential for reduction.
Mugging	Occurs at moderate levels causing high levels of fear; results in few injuries although disinvestment from the inner city/CBD; moderate reduction potential.
Car theft	Occurs at high levels across the community; results in no injuries, property recoveries are being made; moderate reduction potential.

To make these decisions you need good information about your community and the experience and judgement of your planning team. There are no rules about how to choose your community's priorities. Some criteria to help you prioritise are:

1: The most serious crimes

You will have to choose the most serious crime type on the basis of

- volume: consider how much crime occurs;
- rate: consider which problems have the highest rate of occurrence;
- risk: consider which problems pose the greatest risk;
- rate of change: consider which problems are increasing the fastest;
- fear and concern: consider which problems people are most worried about;
- impact: consider which problems will have the greatest impact; and
- reduction potential: consider which problems will be easiest to prevent.

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

Problem type	Domestic assault*	Residential burglary*	Car hijacking*
Size of problem	Frequency: 6 575 Rate: 1 315/100 000 Risk: 1 in 30	Frequency: 10 300 Rate: 2 060/100 000 Risk: 1 in 15	Frequency: 2 775 Rate: 555/100 000 Risk: 1 in 60
Rate of change	9% increase	2% decrease	7% increase
Fear	32% of respondents believe it is a problem	70% of respondents believe it is a problem	56% of respondents believe it is a problem
Injury (impact)	12 deaths 130 serious injuries	6 serious injuries 15 minor injuries	2 deaths 4 serious injuries 8 minor injuries
Loss in rands	Not known	R2 532 700	R1 437 882
CJS response	22% arrested 42% of arrestees convicted	10% arrested 30% of arrestees convicted	10% arrested 51% of arrestees convicted
Reduction potential	Not known	Moderate	Moderate

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

2: Places in your community that are most affected

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

Example

In Johannesburg the victim survey showed that all residents of the metropolis said they feared crime most in the inner city. Analysis suggested that this was partly because of levels of congestion, the lack of cleanliness and changes over time in the way the inner city is used, rather than about crime. In fact, most crimes other than robbery occurred more often in other parts of the city.

3: Victims at high risk, affected by and in fear of crime

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

Example

According to the Pretoria victim survey, most victims of violent crimes like murder, rape and assault live in the townships. They have poor access to victim support, receive less effective service from the police than the people in the suburbs, and tend to fear crime in their neighbourhoods more than those living elsewhere in the city. As a result, Pretoria's crime prevention strategy has produced and widely distributed a directory of support services for victims of violent crime.

4: Categories of people most likely to offend

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

Example

If the records show that young men between the ages of 16 and 30, for example, are usually arrested for committing violent crime, your group may want to develop a programme which deters young men from offending. Rape is a serious and common crime in Alexandra, an urban township in Johannesburg. The situation could be improved if males between 21-40 years of age were targeted. Education and awareness programmes that work with ex-offenders are being considered.

Step 5

Analyse the problems that you have prioritised in your community

Once you have decided what your community's main problems are you will have to analyse them in detail. Remember to take into account the social and physical characteristics of your community, identified in Step 3 in your analysis.

A single crime type can be committed in various ways, in various settings and by different kinds of offenders, on different types of victims. To effectively reduce the crime, you will need programmes that respond to these variations. Consider the example in Table 8.

This step is important. It helps you to find the right solutions for your community's main problems.

Table 8: Variances within crime types

Factors	Assault type 1: 'domestic violence'	Assault type 2: 'gang violence'
Targets/ victims	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
Offenders	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
When	Between 17:00 and 08:00, weekends, holiday periods and month-end	Between 18:00 and midnight, Fridays and Saturdays, and some weekdays
Where	In the home and/or yard of the victim	In shebeens, bars or on streets in the victim and offender's neighbourhood
How	Fists, various household objects, knives	Knives, guns
Opportunity factors	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

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

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

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



Stage 2: Developing a strategy

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

- Step 6:** Develop a range of focus areas
- Step 7:** Identify possible partners
- Step 8:** Identify possible solutions
- Step 9:** Select the most suitable programmes and refine them
- Step 10:** Obtain support for the programmes you select

Step 6 Develop a range of focus areas

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

Examples of possible focus areas

- Addressing domestic violence
- Addressing crime prevention through spatial planning and physical design interventions
- Addressing crime problems in Hanover Park
- Developing the capacity of local government officials to implement crime reduction programmes

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

Tip 1: Let the community safety audit guide you

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

A good safety audit will not just describe your community's problems. It will also analyse the problems and point to those most in need of action. All role-players taking part in Stage 2 should be familiar with the results of the audit. The best way of ensuring this is by involving them in the development of the audit itself.

How many focus areas should be developed?

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

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

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

It is better to do a few things well than many things half-heartedly.

Step 7 Identify potential local partners

Meeting with local groups can help you begin to identify possible partners to involve in your crime 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 commence at an early stage of designing your strategy. Communicating and establishing relations with likely partners can help to

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

See Chapter 5; 'Partnerships, the key to structuring crime prevention', for further information and examples of the different types of partnership that have been successfully developed.

Step 8 Identify possible solutions

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

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

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

To tackle this problem, potential solutions include

- improving systems at police and licensing departments to limit the issuing of false clearance certificates and licences and to make corruption more difficult;
- harsher sentences for corrupt licensing and police officials;
- improving physical security in cars;
- improving surveillance at 'hot-spot' intersections;
- improving rapid response to hijacking incidents;
- tightening border control;
- harsher sentences for people convicted of car theft and buying stolen cars;
- improving intelligence and investigative capacity to uncover syndicates; and
- implementing closure programmes for unlicensed scrap yards and 'chop shops'.

Determine the level of intervention

You must decide who can help deal with the problems described in the focus areas that you have selected. Crime prevention programmes can operate at national, provincial, city, town or neighbourhood level. The level you choose will depend on the nature of your community's problem and the time and the resources that are available.

Home burglaries, for example, could be reduced through several strategies, like changing provincial building codes, forming Neighbourhood Watch or Block Watch committees, using more burglar-proofing and alarm systems, improving educational opportunities for the youth, and increasing police patrols.

Use information on good and bad practice to plan solutions

Consult other practitioners and review examples of other programmes and projects (see Tip 2 below). 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 (see the resource list at the back of this manual for more information regarding this).

Tip 2: Consult widely

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

- has little support;
- is in conflict with other initiatives or duplicates other initiatives;
- is badly thought through;
- excludes vital problems or target groups;
- ignores existing experience, capacity and skills; and
- has little relevance or chance of making an impact.

Example

In Johannesburg it took the Safer Cities team an intensive three months of consultations to move from an initial set of focus areas to a final strategy that was ratified by the Council. During this time the strategy evolved through four drafts. Each was discussed through sector workshops, partnership discussions, public meetings, media coverage, written correspondence, questionnaires and international technical input.

Identify target groups

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

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

Family factors

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

School factors

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

Individual characteristics

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

Early adulthood factors

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

Community features

- Community disorganisation
- Availability of drugs
- Opportunities for crime
- High proportion of children
- High levels of alcohol consumption
- Availability of firearms

Adapted from, *Safety in Numbers*, (Audit Commission 1999) promoting community safety.

Step 9

Select the most suitable programmes and refine them

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

- detailed consultation (see Tip 2);
- using decision-making tools (see Tip 3); and
- building consensus (see Step 10).

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

Table 9: Decision-making matrix to select programmes to reduce car theft

Solution	Existing best practice	Estimated cost	Estimated effectiveness	Other partners' interest	Existence of local capacity	Selected/rejected
Promoting physical security in cars	Yes	Low	Medium	High	Yes	Selected
Punishment of corrupt licensing officers	Yes	Medium	Low	Low	Yes	Rejected
Improving licensing systems	Yes	Medium/high	High	Medium	Yes	Selected
Closing unregistered scrap yards	No	Medium	Medium	Medium	Yes	Selected
Improving rapid response to hijacking	Yes	High	Low	High	Yes	Rejected

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

The Appendix provides some useful questions that can guide you in selecting programmes and projects.

Example of a focus area typical of local government

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

- preventing and investigating corruption within the local government;
- developing the crime prevention knowledge and skills of officials and politicians through initiatives such as training;
- aligning departmental functions so that they maximise crime prevention within core functions;
- creating facilitating structures, staffing and resourcing for crime prevention; and
- developing a municipal police service.

For more details, see Page 17 which outlines how local government can get involved in crime prevention.

Tip 3: Use decision-making tools

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

Step 10 Obtain support for the programmes you select

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

If the steps in Stage 2 are carefully followed, the final focus areas and crime prevention programmes you choose should

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

- defined victim or offender group;
- have support and the potential to build support;
- be sustainable;
- satisfy both long and short term objectives; and
- include solutions that are both efficient and effective.

Tip 4: Suggestions for obtaining support

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

Examples of a selection of focus areas and programmes for a municipality

FOCUS AREA 1: Reducing youth-related crime

- Develop evening sports and recreational programmes at local schools.
- Enforce laws relating to under-age drinking and sale of alcohol to minors.
- Develop matric completion and business development programmes for at-risk youth.
- Keep schools open later with supervision for pupils.
- Train teachers to recognise child abuse.
- Develop parenting programmes: single-parent support and training opportunities.
- Ensure children with learning difficulties continue at school.
- Support pre-school facilities.

FOCUS AREA 2: Reducing domestic violence

- Develop and run a safe house in a neighbouring town and provide a job-placement service.
- Develop a schools-based sensitivity programme.
- Provide victim-counselling services through primary healthcare workers.
- Design community disapproval programmes.
- Restrict the sale of alcohol and supervise bars and shebeens.

FOCUS AREA 3: Developing internal crime prevention capacity in the municipality

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

Stage 3: Managing your strategy

There are many different approaches to managing and implementing your strategy. Only the most important steps are outlined here. In Stage 3 you will need to come up with detailed plans for each of the programmes and projects you have developed in Stage 2.

Remember that, above all, you should keep the plans as simple as you can.

The difference between a programme and a project

- **Projects** are specific interventions that are usually attached to a specific time frame - for example, developing a directory of victim services.
- **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 will be expanded into programmes in order to sustain or broaden their impact or to extend activities to other areas and target groups.

A successful project will

- address real problems;
- have clear objectives;
- be based on well-formulated and well-appraised plans;
- be tightly managed and implemented by a competent and well motivated team;
- enjoy the support of key stakeholders;
- be adequately resourced and capacitated;
- have clear leadership; and
- be measured for successful delivery.

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

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

Setting objectives

Set clear objectives. Objectives must explain why you are doing the project and what you want to achieve by doing it. Only if you have clearly stated at the beginning of the project what you wish to achieve can it be assessed at a later stage.

Planning activities to meet objectives

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

Allocating responsibility for activities

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

Establish a time frame

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

Identifying the required inputs

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

Budgeting for your project

The best way to budget for a project is to calculate the direct cost of each activity. Remember to factor in support costs like staff time and an allocation for project overheads.

Future operational costs must also be considered at the start. It is therefore important to understand whose responsibility it will be to maintain the continued operation of the project. Should the future operation fall within a particular department's line of work, commitment should be gained prior to commencing the project. Always budget for and allow some financial resources for project management costs. It is also essential that a budget allowance is made for evaluating the results. It should be common practice to allocate between 5% and 8% for project management costs and an additional equivalent amount for the project's evaluation once it has been completed.

Monitoring project implementation

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

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

Step 12 Project management is necessary

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

Depending on the type of projects you have selected and want to implement, management skills might include financial planning and management, works supervision, technical expertise, etc.

Make sure you have sufficient funds to pay for these services.

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

Don't be intimidated by the need to manage your projects properly. Do the best you can and ask for help and advice from local business or others who have management skills.

Remember, in most projects the most important thing is to have motivated people who work hard according to agreed and clear objectives, and who regularly report back to the community.

Stage 4: Monitoring and evaluating your strategy

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

Monitor and assess your strategy

This is necessary to be able to

- measure whether the strategy has met its objectives;
- ascertain the cost of the initiative;
- measure any possible cost benefits;
- assess whether public perceptions have changed;
- adapt the strategy according to information about what works;
- get a better understanding of what the problems have been and why these have hindered implementation;
- understand negative results that the strategy might have had, like crime being displaced to another area;
- develop an understanding of successful or good practices; and
- use all of these lessons to develop your strategy.

Remember, crime prevention is not an exact science. You will never be sure that you have chosen exactly the right solutions. Be as careful as you can, but don't do nothing because you are afraid to make a mistake.

What should you monitor and assess?

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

When must you start the monitoring and evaluation process?

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

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

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

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

Where to start

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

Step 14: Make sure you have clearly defined project objectives.

Step 15: Identify ways to evaluate the project's performance.

Step 16: Establish a framework for evaluation, and implement the evaluation.

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

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

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

Tip 5: Who should carry out this exercise?

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

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

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

Your project should have broad aims

These aims include

- making your community safer;
- reducing the fear of crime in the CBD;
- reducing property crime in the CBD; and
- reducing the impact of crime on vulnerable groups.

Your project should also have specific objectives

These include

- reducing domestic burglary in a specified area by 20% by 30 June 2000;
- making car guards operational in the CBD by 30 August 2000; and
- encouraging residents to report domestic violence to the SAPS.

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

Example of matching objectives and outputs	
Objective	Outputs
100 car guards operational in CBD by 30 October 2000	<ul style="list-style-type: none">• Car guard training course developed by June 2000• Equipment purchased by June 2000• Potential car guards identified by May 2000

Make a distinction between monitoring and evaluation

Monitoring is an ongoing process that focuses on ongoing project activities. These are often called project *outputs*. *Evaluation* is seeing how the project has performed, once it is complete. This is often called the *outcome*. Outputs usually refer to a more immediate result that is accomplished when the stated objectives are achieved. Outcomes generally refer to a much broader idea, and come about as a result of achieving the objectives. Some examples of project outputs as opposed to project outcomes are given on the next page.

Examples of outputs and outcomes	
Output	Outcome
Visible policing in CBD increased by 50%	Reduction of mugging by 20-30% Reduction of fear of crime
Car guards operational	More diverse users of CBD for shopping, working, using and providing services, etc.
Security locks fitted on 100% of houses in <i>defined area by date</i>	A 10-20% reduction in burglary in <i>defined area</i>
Domestic violence leaflets distributed to all households by August 2000	Victims of spouse abuse are more prepared to report incidents to SAPS

Step 15 Identify ways to evaluate your programme and how you carried out the projects

Identify indicators to measure your project's outputs

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

Examples of outputs and their performance indicators	
Outputs	Performance indicators
Increase levels of security patrols in CBD	Average daily deployment as shown from duty roster records
Making car guard project operational	Identified number of car guards trained and equipped
Fitting security locks	Agreed number of locks fitted
Distributing domestic violence leaflets	Records of delivery kept by mailing contractor
Outreach workers counselling youths at risk of drug abuse	Number of contacts made Number of information packs given

Identify indicators to evaluate your programme's impact

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

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

Identifying indicators to evaluate your strategy's performance

Performance indicators provide information on how well the project has been organised and carried out.

These indicators can measure processes of your strategy that cannot be quantified. For example, to measure the commitment of different stakeholders, you can use attendance at meetings, contributions to - and actions resulting from - meetings, as well as the level of funding from each stakeholder. You can also use opinion surveys carried out through community meetings, and meetings of organisations, focus groups or direct surveys.

Tip 6: Select performance indicators carefully so that

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

Some examples of outcomes and performance indicators

Outcome	Performance indicators
Reduced burglary	Crime survey burglary rates Burglary rates recorded by police Attempted burglary rates recorded by police Level of expenditure on repairs to council-owned property Insurance claim rates Self-reported offending rates by known burglars
Reducing the extent of use of knives, guns, etc.	Recorded crime rates for woundings /killings caused by guns/knives Numbers of arrests for carrying offensive weapons Incidents of knife/gun attacks in hospital records
Reduced fear of crime in public open space system	Rates of fear of crime measured through surveys Levels and types of street activity measured through observation
Reduced drug- and/or alcohol-related harm among teenagers	School children's knowledge and experience of drugs and/or alcohol as measured by surveys Hospital records
Improved quality of victim satisfaction as measured by victim surveys and response to victims of crime	Levels of police complaints Information from local CPFs

Designing the framework

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

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

Example: Student crime watch to establish a school environment that does not tolerate crime (continued)

	Project element	Indicator	Means of verification
Input	<ul style="list-style-type: none"> • Support from Student Security Council • Support from school authorities • Club funding • Club executive committee's time 	<ul style="list-style-type: none"> • Availability and presence of club executive: chairperson and others • Records of meetings held and attendance 	Club minutes and records

Tip 7: S M A R T work

To be workable, the elements of your projects at the levels of impacts/outcomes and objectives need to be **S**pecific, **M**easurable, **A**chievable, **R**ealistic and according to a **T**ime schedule. An easy way to check this is to ensure that they conform to **S-M-A-R-T** principles.

Carry out the evaluation

Using a framework like the one above, you can carry out the evaluation. Remember that the aim of the impact evaluation is to decide if the strategy has made a difference in your community. You will need to use the data that you collected for the community safety audit to do this.

Tip 8: Timing

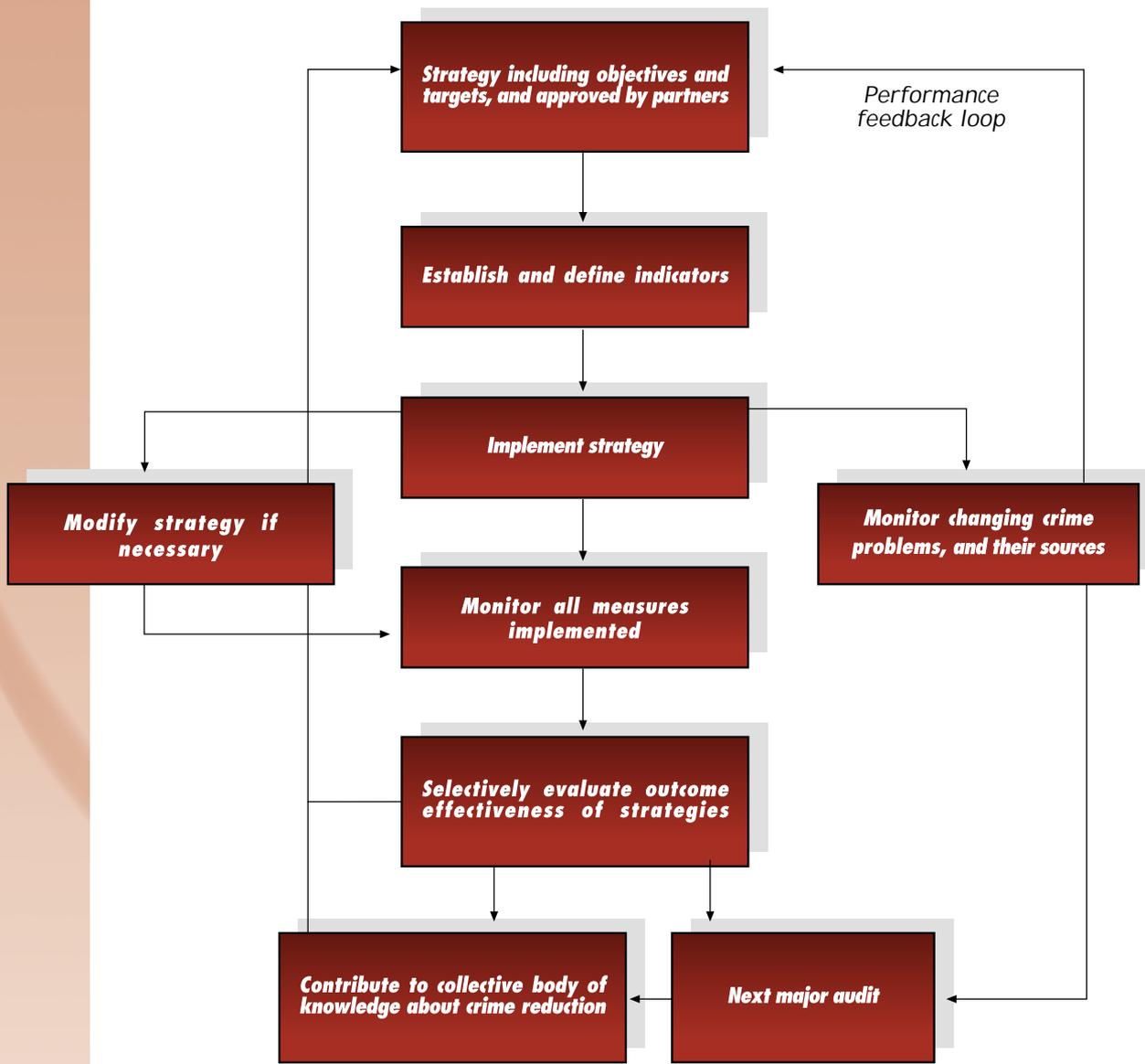
You should leave enough time between the start of project implementation and the evaluation to allow the effect to take place. But it must not be too long afterwards, otherwise the effects might have diminished.

Tip 9: Don't be disheartened

Crime prevention projects are notoriously difficult to monitor and evaluate. Because the prevention of criminal activity is the overall goal of any crime prevention programme, limitations experienced when evaluating projects in general are made more difficult: you cannot measure something that has been prevented from occurring. So don't be disheartened. Rather be aware of the problems (identified on the next page) and do not skip this important exercise.

Bear these challenges in mind

- Remember your objectives may be complex because they can often be achieved in indirect ways. This is especially true for reducing crime.
- Projects with long time frames are generally hard to measure and it is difficult to attribute causes and effects to them. The effects of crime 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 is 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.
- Results of your evaluation may be limited to understanding what works, what is promising and what does not work.



*Figure 5:
Monitoring, evaluating and feedback*

Glossary and acronyms

Business against Crime (BAC)

This organisation is constituted by the private sector, in order to partner government in its fight against crime by leveraging resources from the business sector. Five autonomous and separately funded Section 21 companies operate at a provincial level in KwaZulu-Natal, Mpumalanga, Gauteng, Eastern Cape and Western Cape, with one further branch that focuses on the national level.

Baseline information

This provides the base data against which a project's inputs are measured. The base data also highlight and define the need for the project inputs. This data can come from a range of information bases - for example, victim studies, crime data, or situational analysis. If these data are captured prior to the project's inputs commencing, they provide base information of the 'before' situation that can be measured against the 'after' situation.

Block watch

See neighbourhood watch

Car guards

A crime preventive initiative by several local authorities - and other organisations - that organises guards to keep watch over cars in public places. The guards are not paid by the municipality, but rather operate according to gratuities received from the car owners. It is understood that this is beneficial to both parties: creating jobs for the otherwise unemployed who provide the guarding service and assisting to reduce the fear of crime among car owners.

CBD

Central business district

CBO

Community-based organisation

CCTV

Closed-circuit television

CIAC

Crime Information Analysis Centre, Pretoria

CJS

Criminal justice system

Community

A group of people with common interests; the group perceives itself as a community and is considered so by others. It is necessary to define local spatial areas, but this recognises that communities are complex and relations are not spatially determined. Community in this context refers to a diverse and complex concept. The term may refer to geographical placement, such as high crime or inner city areas. Community-based action refers to structured, sometimes professional, organisations set up in communities, with a specific mandate to organise crime prevention.

CPF

Community policing forum. This type of body was initially identified under the interim constitution, the concept being transferred to the SA Police Services Act of 1995. In May 1997 CPFs became departmental policy, and guidelines were adopted. A CPF's functions are threefold: to improve community and police relations, to oversee policing at the local level, and to mobilise the community and facilitate community participation in safety and security issues. It is incumbent on each police station to have such a forum, and the responsibility of the station commissioner to ensure that it is established. Sub-forums can be established within an area if it is extensive. The CPFs are structured into area and provincial bodies.

CPTED - Crime prevention through environmental design

Crime prevention through environmental design is aimed at reducing the causes of and the opportunities for criminal events, as well as at addressing the fear of crime through the application of sound design and management principles to the built environment. The five basic principles of crime prevention through design, aimed at crime prevention in the built environment, and specifically relevant to city planners and urban designers, concern the following:

- *Surveillance and visibility*

Passive surveillance is the casual observance of public and private areas by residents in the course of their normal activities. Active surveillance refers to surveillance by the police or other agents, whose express function is to patrol an area. Good visibility improves surveillance.

- *Territoriality and defensible space*

Territoriality is a sense of ownership of one's living or working environment. Places can be designed and managed in ways that encourage users to take responsibility for them through concepts such as 'defensible space'. Spaces are defensible if people are able to exercise control over them.

- *Access and escape routes*

Access and escape routes are available to both offender and victim. The sites of certain crimes, like hijacking, are often deliberately chosen by the offender before the act, for their accessibility to escape routes.

- *Image and aesthetics*

The image projected by buildings or public spaces in the city has been linked to levels of crime and particularly the fear of crime. Urban decay and resultant degradation can make people using these areas feel unsafe.

- *Target-hardening*

Target hardening is the physical strengthening of building facades or boundary walls to reduce the attractiveness or vulnerability of potential targets. Walls around houses and burglar bars on windows are the most common examples.

Community participation

This can be understood as the active involvement of people in decisions about the design and implementation of processes, programmes and projects that affect them.

Community safety audit

This is an audit of the local crime status quo of a specific community, including information about the nature of crime (types of crime and where these occur), the amount of crime, current crime prevention initiatives and those involved in crime prevention.

Crime patterns

It is known that different types of crime affect different parts of the city and different people or victims differently. The particular shape and form that types of crime take across a physically defined area can be defined as the crime pattern.

Crime rates

The number of incidents within reporting areas cannot be a true reflection for comparative purposes, as the different numbers of people residing within the areas will distort this. Thus it is necessary to calculate rates of crime per head of population.

DFA

The Development Facilitation Act of 1995 of the Department of Land Affairs.

Evaluation

This is the process of checking whether the strategies which are deployed achieve their intended outcomes. It is the process of making an assessment, estimating, or forming an opinion based on data.

FAMSA

Family and Marriage Society of South Africa

IDP

Integrated development plan, in terms of the Local Government Transition Act of 1996

Inner city

Usually the older central parts of the city, comprising mainly commercial services, but

possibly with associated residential parts. This part of the city often suffers from urban decay because of capital flight to decentralised business districts which are perceived as being more accessible, cleaner or safer.

Integrated development

A form of development where different actions support each other and set up positive relationships with each other.

LDO

Land development objective, in terms of the DFA of 1995

LED

Local economic development

MADAM

Multi Agency Delivery Action Mechanism, Western Cape

Measurable or indicator

Something that demonstrates any change resulting from actions taken to achieve the objectives. Examples include the number of offences committed by young people, the number of property crimes, the number of people using the victim support centre in an area, an increase in the number of people who feel safe when they journey to the CBD, etc.

Monitoring

The process of checking if an organisation - or partnership - is doing what it plans to do. It is a management tool designed to measure the inputs, processes and outputs against preset targets or objectives.

Municipal police

Officers working for a municipality with a responsibility to police road traffic and related laws, to police municipal by-laws and to carry out visible policing and other crime prevention functions.

NCPC

National Crime Prevention Centre

Neighbourhood watch

The term given to the concept of a community group that resides within a defined area or neighbourhood and works together with the police to safeguard itself. It operates on the basis that passive surveillance can be provided by committed residents who are best able to distinguish when something is amiss in their neighbourhood. Their structure and form can alter according to specific needs - thus a 'business watch', and a block watch, etc., are similar surveillance groups.

NGO

Non-governmental organisation

NICRO

National Institute for Crime Prevention and the Reintegration of Offenders

Outcomes

These are broad descriptions of the results of indirect actions through an intervention. Examples include a heightened sense of security among users and therefore more people using the public transport system, parking being made safer and therefore more people using the CBD for shopping and other purposes, etc. Ultimately the safety of the entire community is the desired outcome: this direct correlation between the outcome of the community safety plan and what it is highlights the integrated nature of the concepts.

Outputs

These are narrow descriptions of the results of the intervention's direct action. Outputs need to be monitored, but it is necessary to be selective in evaluating whether the initiatives reach their outcome objectives. Examples of outputs could be that 95% of the street lights work in a defined project area, or that bushes and rubbish on vacant land surrounding the station have been cleared. These outputs often correspond with the immediate objectives of the project.

Performance indicator

This is a management tool that identifies and assesses the performance of the project and the personnel, and thereby assists management in decision-making. This is not an absolute measure, but rather a guide or a signal, being a selection of data that attempts to indicate the performance of the organisation.

Place-specific crime prevention

The term place-specific crime prevention refers to coordinated programmes of change (specifically physical design, security and property management changes) that are targeted to a particular place and its problems.

Population density

This refers to the number of people residing within a specified area usually calculated per hectare. Greater densities allow for greater efficiency in the use of services and infrastructure, as the cost of their provision is spread over a greater number of people. Connected to this concept is that of population thresholds, which refers to the number of people required to sustain a service or goal - for example the number of persons required to support a supermarket or public transport service, so that it becomes and remains economically viable.

Process evaluation

Refers to a feedback loop during the duration of the project that allows ongoing improvement of the service delivery and administrative procedures. The feedback of this

information enables modifications to the original plan. It highlights the fact that plans should not be rigid master plans but rather be flexible enough to allow changes, depending on the results of inputs and the ongoing monitoring of the process.

Programme

A programme comprises a group of projects, just as a group of programmes can comprise the overall strategy. The strategy might be the longer-term view of the programmes intended to tackle identified problems. A programme could be directed towards a particular sector of society, - for example projects dealing with women or youth.

Project

A project should have defined objectives, with activities, time scales and budgets to achieve these. It is directed towards achieving particular shorter-term goals within a particular sector - for example, establishing a victim support centre, or it could be to raise funds to establish such a centre. See 'programme' above, which refers to a group of projects that together form this next level in the hierarchy.

Repeat victimisation

This occurs when an individual or a property becomes the target of criminal activity more than once. Crime-pattern analysis will highlight the occurrence and extent. Research into this fairly recent understanding of the phenomenon is beginning to show that when this type of victim is targeted for preventive action the success potential is relatively high.

SANCA

South African National Council for Alcohol Abuse

SANDF

South African National Defence Force

SAPS

South African Police Service

Section 21 company

A form of company constituted under the Companies Act that allows a non-profit-making organisation to be established as a company that can enjoy certain tax benefits. In line with the Companies Act, annual audits need to be prepared by the board of directors (a minimum of two and a maximum of nine) on behalf of the members.

Section 59 and Section 60 committee

Committees established under local government legislation that enable city councillors, officials and other invited stakeholders to be members of a constituted body. Section 59 committees differ from Section 60 committees in that the former are limited to recommending decisions to the municipal council, whereas the latter enjoy decision-making powers.

Situational crime prevention

"Situational crime prevention comprises opportunity-reducing measures that (1) are directed at highly specific forms of crime, (2) involve the management, design or manipulation of the immediate environment in as systematic and permanent a way as possible, and (3) make crime more difficult and risky, or less rewarding and less excusable to a wide range of offenders" - Clarke R.V.

Social crime prevention

Crime prevention refers to a proactive approach to prevent and reduce criminal activity. Prevention can reduce the burden on the criminal justice system, as well as improve the quality of life for every community and its residents. Crime reduction, identified as a national priority, can be classified as one of South Africa's most urgent social problems. It is the other arm to law enforcement in the Department of Safety and Security's strategy to combating crime. Requiring a cooperative and coordinated approach with the criminal justice, social, economic, family and other systems making a community, its impact has not yet been satisfactorily felt as many projects involving crime prevention are long term. A typical approach would be to reduce crime through empowering victims, enabling job creation, etc., thereby helping to address the root causes of crime, rather than merely the symptoms of a dysfunctional society.

Spatial fragmentation

Where different city neighbourhoods, land-use areas and parts are dislocated and are forced to function as separate urban pockets, none functions adequately or efficiently. The form of the city can then be described as fragmented, as distinct parts become separated by huge buffer strips, vacant land and rapid transit routes.

Spatial framework/Spatial development framework

These are maps or plans that provide a spatial representation of the future development of the area under consideration. The series of plans depicting an alternative future for an area, comprises one component of the IDPs and LDOs. Spatial frameworks depict places for future investment and also areas of natural or built sensitivity to be protected. Investment is both public and private.

Targets

These are generally understood to be the clearly defined objectives of the plan or project - or what is to be achieved by the project. Often these are not clearly described when the project is planned.

Uni-city

This refers to the metropolitan level of local government which is to be instituted in the larger cities of SA in terms of the Municipal Structures Act. Local authorities or local bodies below the uni-city will operate on the basis of delegated powers. In this respect the Municipal Structures Amendment Bill and the Municipal Systems Bill of Department of Provincial and Local Government also refer.

Visible policing

This relates to police providing a visible presence in particular areas, through regular patrolling activities, actively enforcing the law and reducing opportunities for crime.

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This publication would not have been possible without the information contained in the important source documents marked*. We strongly advise you to consider their contribution to crime prevention when preparing your local strategy.

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Appendix: Useful questions to guide you

? Should you choose areas where crime levels are high?	
Yes	No
Selecting an area/neighbourhood with very high levels of crime concentrates resources where they may be needed most.	You may be criticised for using resources inequitably, particularly if people from an area with strong lobbying power have influenced you.
Example: Safer Cities: Greater Johannesburg coordinated multi-agency enforcement programmes in Hillbrow and Rosebank. People were generally positive about the Hillbrow project but some expressed concern that Rosebank's problems were less necessary than other areas, and that the intervention had been the result of strong lobbying by local councillors and the well-organised CPF.	
The impact may be more visible if resources are focused in specific areas. Some evidence does, however, suggest that spreading resources over a large area does not necessarily dilute rand-for-rand benefits. Remember, this is harder to organise.	Some crime problems that occur in one area have solutions that involve intervention beyond these boundaries.
Selecting an area where few other projects are working may mean the area has been neglected. This will make it easier to determine the impact of your programme.	Reducing crime usually requires a multi-agency approach. It may be wise to select areas where others are already working.

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

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

? Should you only take on projects that are your own institution/department's roles and responsibilities?	
Yes	No
The solutions to certain crime problems can be the clear responsibility of a particular agency, in which case it may be wiser to leave this intervention to that agency or at least lobby for its involvement. And if a problem exists due to the failure of an agency to do its job, it may be better for that institution to solve the problem itself.	Some agencies are slow to take up their roles, for several reasons. Sometimes it may be useful for other agencies to deliver pilot projects as an example of what can be done.
Example: Residents of Parkmore in Johannesburg have complained about the behaviour of patrons of a pub in the vicinity. A debate is currently raging as to whether solving the problem is the responsibility of the local authority that granted the licence or of the pub that does not control its patrons. The parties should probably solve the problem together. Failing this, the community feels it may be forced to collect money to create physical barriers to parking in the area, to restrict the number of patrons using the pub.	
Addressing new areas of competency develops capacity and broadens prospects of reducing crime by an organisation. But you should not expect radical deviations in what organisations do and the resources they will be prepared to commit.	It is difficult to get internal support for solutions to crime problems that fall outside the traditional role of an agency. But, since crime reduction is not truly a core activity of any agency, the degree to which activities deviate is probably most important.
Example: Safer Cities: Greater Johannesburg was at first viewed with scepticism both internally and externally, since people did not see crime prevention as a role for local government. To alleviate fears, many of the programme's original activities related in some way to traditional local government activities like enforcement of the by-laws.	

?	Should you invest in developing new capacity to prevent crime?
Yes	
<p>You should carefully consider the capacity of a particular organisation or partnership to solve a crime problem. Lack of skills and knowledge are often associated with bad project design and poor implementation. When deciding on a programme, existing skills should be audited and the potential to add capacity through employment or training should be assessed.</p> <p>Crime reduction is a new field in South Africa and there are few experienced practitioners. The availability of human capacity is often limited, as are examples of good project practice. Your only option may be to 'learn by doing'.</p>	
<p>Example: One of the main priorities of Safer Cities: Greater Johannesburg is developing internal crime reduction capacity in the council to facilitate crime prevention work in future.</p>	

?	Should you follow the examples of others?	
	Yes	No
	<p>If there are examples of projects that have successfully reduced a crime problem, it may be wise to follow an example, rather than construct a new project that may not be as successful. Even projects that have not worked can provide useful lessons.</p>	<p>The setting in which a successful project operates is extremely important. What works in one case may not work in another. Any project that is taken from elsewhere needs to be adapted to your community.</p>
<p>Example: Car guard projects have been implemented in Durban and Cape Town. The project is considered quite successful in Durban, but in Cape Town infiltration and disruption of the project by gangs and homeless people led to the project being abandoned.</p>		

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



Should your strategy focus on long- or short-term interventions?

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

Example: To start with, Safer Cities: Greater Johannesburg focused on projects that could be implemented within one year and could have an immediate impact. Now that the strategy has greater support, longer-term interventions are being considered. The Youth Violence Project in Virginia, USA, is a crime and violence prevention training project that develops the abilities of school staff to prevent and respond to incidents in the school, including after-school activities; conflict mediation; acknowledging the impact of poverty, racism, etc., on student behaviour; and teaching problem-solving skills; building self-esteem through praise and recognition; teaching students how to use local/community resources to address their needs. Several hundred teachers received training and within two years the Governor's Commission on Violent Crime was considering replication of the project in other states.



Should you worry about displacing crime to neighbouring areas?

Yes	No
If projects succeed they might cause crime to increase in a neighbouring area, affect another group of victims or result in increased violence. But remember that it is unlikely that displacement will equal the decline in the target area.	Some programmes have benefits that extend beyond their target group or areas. This type of spin-off effect can add value to your strategy.

Examples: The increasing use of violence in burglary and car theft (resulting in car hijacking) could be explained as a result of the increased use of target-hardening devices in cars and homes. In the UK, several CCTV projects had an impact on crime, not only in the areas where they were placed but also in adjacent areas; conversely CCTV in the Stellenbosch CBD displaced crime to surrounding neighbourhoods, although it reduced it in the targeted commercial areas.

? Is the perception and fear of crime important?	
Yes	No
Tackling the fear of crime is arguably as important as tackling crime itself, since living in fear affects people's quality of life. It may be important to include strategies that deal with fear of crime.	The fear of a particular crime is often not proportional to the actual levels of that crime. For example, men are often victims of assault, but they fear assault less than women do. Also, as certain people have better access to the media or political representatives, certain fears get undue publicity. It is therefore important not to overlook actual victimisation patterns.
<p>Example: The Johannesburg victim survey showed that the profile of car hijacking victims (who were mostly black Africans) did not match the profile suggested by the media (mostly white middle class). By advising potential white middle class victims on protective measures, the strategy may have reduced fear of crime to some extent. The National Park Service of Washington State, USA, found that a uniformed employee acted as a deterrent to illegal activity and created a feeling of safety for users of a hiking trail in Mount Rainier National Park. This had major positive spin-off effects on the use of the park by different (vulnerable) user groups.</p>	

? Do you need political support for the programmes you select?	
Yes	
<p>Having strong political backing for a project is often vital for effective delivery of crime prevention programmes - if only because it helps unlock doors to resources. Lack of political support for a project can kill it before it begins. As a local authority or provincial department, if you do not canvass your political head you may not get approval to go ahead with the project. If this happens, your partnership could try to gain political support. Other partners could proceed with the project instead.</p>	
<p>Example: Although alternative justice models are being accepted internationally, the history of community courts in South Africa is controversial. These initiatives often grind to a halt due to a lack of political support.</p>	