

## Abbreviations

BAC	Business Against Crime
CBD	Central business district
CJS	Criminal justice system
CPF	Community police forum
CPTED	Crime prevention through environmental design
EU	European Union
HABITAT	United Nations Centre for Human Settlements
ICPAN	International Crime Prevention Action Network
MADAM	Multi-agency Delivery Action Mechanism
NCPS	National Crime Prevention Strategy
NGO	Non-governmental organisation
NICRO	National Institute for Crime Prevention and Rehabilitation of Offenders
PAGAD	People Against Gangsterism and Drugs
SAPS	South African Police Service
TLC	Transitional Local Council
UN	United Nations

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## Introduction: The Road to Johannesburg

The inspiration for the Johannesburg conference came in 1996 during the Vancouver conference on crime prevention for practitioners. It was realised that South Africa had an important role to play in the international crime prevention debate, both as an example of successful initiatives, and as a learning opportunity for South Africans to become better informed about developments in crime prevention internationally. The result was the second international conference for crime prevention practitioners, Urban Safety – Safety for All. This publication is a representation of the proceedings. It has been structured around summaries of papers in order to assist practitioners to find specific issues. Thus, the structure is thematic, based on the elements of crime prevention: crime information, the roles of national and local government, the police, communities and partnerships, and monitoring and implementation. The aim of the report is to provide an overview of what is being done in crime prevention and by whom, in the hope that it will generate more discussion and debate to further the development of crime prevention strategies in countries around the world.

### INAUGURAL SESSION

Mayor Nandi Mayathula, Southern Metropolitan Local Council, South Africa

The mayor welcomed conference delegates on behalf of Greater Johannesburg Mayor Isaac Mogase and read from the Final Declaration of the International Forum of Mayors, which met on 26 and 27 October, prior to the opening of the conference. The Final Declaration (reproduced as Appendix C) states that the mayors participating in the meeting will undertake to actively promote and contribute to the implementation of the action plan to foster urban safety and reduce delinquency, violence and insecurity. The action plan suggests, among others, that municipal authorities:

- adopt urban safety as a cross-cutting priority;
- initiate and support comprehensive crime prevention processes to develop and implement a strategy adapted to the needs of each city to prevent and reduce crime in a sustainable way;
- integrate Safer Cities programmes into their municipal or metropolitan police services;
- promote the creation of national Forums of Cities for Urban Safety; and

- that all stakeholders promote and facilitate the exchange of expertise and access to best and promising practices in the field of urban safety and crime prevention.

Mathole Motshekga, Premier of Gauteng, South Africa

South Africa was burdened by injustice in the past, but is now in the process of creating a system of justice for all. The government, through the country's Constitution, has certain obligations, as does the Gauteng provincial government. The creation of a system of alternative justice is one way in which crime can begin to be eradicated where it grows and which can address social fabric crimes (alcohol and drug abuse, for example) which law enforcement is not always best equipped to handle.

Community courts are one facet of an alternative justice system. These courts would be part of an integrated system that includes government departments, as well as local government structures, non-governmental organisations and schools. Community courts would allow the justice and police systems to operate more effectively by unclogging the system. The sentences passed in these courts could strive to reconcile litigants rather than alienating them and to educate and rehabilitate the offender through community service. Such courts would focus on certain family disputes, limited criminal jurisdiction, municipal bylaw violations and interpersonal neighbourhood disputes. It is necessary to find a way in which offenders of less serious crimes may serve their sentences within the community.

Klaus Toepfer, Director General, United Nations Centre for Human Settlements

The role of local authorities continues to gain importance as the world becomes more globalised and more urbanised. Cities are places where social issues such as poverty, homelessness, crime and unemployment are becoming more far-reaching and complex than ever before. It has become imperative that the United Nations takes on a stronger and more effective role in addressing urban issues. One of the key challenges for cities is how to approach urban crime and violence. World-wide, urban crime and violence are estimated to have doubled over the past twenty years.

The UN Centre for Human Settlements (Habitat) has a key function in this regard, and is currently in a process of revitalisation to allow it to provide leadership on urban issues and to support governments and their partners in the management of human settlements.

Urban violence is multifaceted and includes common crimes, violent crime, drug-related offences and trade in women and children. It creates a feeling of insecurity among inhabitants, tearing the social fabric of cities and threatening the foundations of democratic institutions. Urban violence is, more than anything, the product of social exclusion. The measures to protect communities from deprivation, unemployment, homelessness and injustice will also protect them from crime and violence. However, the traditional criminal justice institutions can no longer stop or control the escalation of urban violence. Today, reducing crime is everyone's responsibility: local authorities, Habitat, and key local actors working together in partnership. If we learn to take responsibility and action, our cities can be places where life is led in dignity, safety, happiness and hope.

Joseph Tanny, Security Council, Côte d'Ivoire

To be able to prevent crime in cities and towns, we must work within a framework encompassing four elements:

- the creation or rebuilding of local networks;
- the promotion of environmental design that stimulates community interactions;
- the need to prevent social exclusion; and
- the need to incorporate citizens into a partnership for safety and security.

The successful undertaking of these measures will prepare us for an urban 21st century. Many African cities are examples of what happens when this framework collapses or does not exist. Citizens become victims of poverty or civil war. Crime becomes rampant in the wake of population displacements, illegal weapons and economic need.

In Côte d'Ivoire, thousands of refugees from Liberia have entered the country. While government policy has been to incorporate these people into the country, there have been repercussions from the massive growth of urban areas. For example, transmissions of communicable diseases and crime have increased and weapons and drug trafficking is in evidence. Thus, the need for a framework such as the one described above becomes all important.

Political conflicts in Africa prevent the suitable development of cities and the provision of security to citizens. While envisioning strategies for urban crime prevention, we must also work towards preventing the conflicts which make crime prevention that much harder. Only through these measures can the proper development of cities and the

stability of countries be assured.

Azhar Cachalia, Secretary for Safety and Security,  
South Africa

This conference is an exercise in partnership, and its outcomes will be important in building partnerships for crime prevention in South Africa and further afield. From the perspective of the South African government, the outcome of the conference is critical in the evolving debate on safety and security in the country, and especially on how crime prevention programmes are and will be initiated in communities across the country.

This conference, building on earlier conferences on crime prevention and urban safety and the United Nations crime congresses, marks a milestone in strengthening existing programmes and networks of safer cities in Africa and other regions to reduce crime, violence and insecurity in an efficient and sustainable way.

Within South Africa, a key outcome of the emerging policy debate is to put crime prevention on the agenda of a range of roleplayers within society. Crime prevention programmes are most likely to be effective if developed locally, and not at national level, drawing in local players and local government. Four broad areas where local government may have a key role to play in crime prevention in South Africa are:

- effective management of municipalities performing their service delivery functions;
- alignment of functions within a crime prevention framework, especially encouraging co-operation and communication between police and local government;
- co-operation with the police to improve accountability of policing at local level; and
- initiate and co-ordinate crime prevention programmes with available capacity.

Crime prevention is  
tough on crime,  
tough on costs and  
tough to do without

The shared experience of crime prevention practitioners will have a longer term impact on how crime prevention is conceptualised and implemented at local level and will be essential in strengthening crime prevention initiatives in South Africa, Africa and beyond.

## OPENING PLENARY

Irvin Waller, International Centre for the Prevention of Crime, Canada

Crime prevention is faced with a multitude of challenges including high rates of delinquency, violence and insecurity; fears and concerns of the public; lack of faith in the efforts of the police to combat crime; frustrations with criminal justice systems; scarce government resources to cope with crime; and the inherent risk to democracy and economic development if sustainable solutions to crime are not found.

High crime rates are attributable to many causes. Those identified in United Nations conferences include: disparity between income and expectations; the exclusion of youth; violence as a means of solving conflict within homes and communities; poorly designed and secured property; easy access to firearms, alcohol and drugs; and increasing impunity and unaccountability. Given these diverse causes, solutions must go beyond law enforcement and criminal justice to incorporate prevention. A prevention focus should include: potential victims, persons and families at risk, as well as the general public, who should be encouraged to promote collective and individual responsibility to discourage a culture that fosters crime.

Thus, to combat crime several steps must be taken:

- improve social and economic policies affecting excluded groups, particularly youth and those in urban areas;
- create national responsibility centres for crime prevention;
- increase safer city programmes;
- engage public support; and
- evaluate the process.

Alioune Badiane, Urban Management Programme:  
Africa, UN Centre for Human Settlements

One of the major challenges at the end of this century is the need to develop practical strategies for alleviating the problems associated with urbanisation. While urbanisation is a powerful engine of growth and development, the cities where this phenomenon is occurring must be well-planned, managed and soundly governed. Because of the relative anonymity of city life, it becomes an attractive place for thieves, burglars, muggers, car hijackers and others, who can commit crime without fear of recognition.

Urbanisation also compounds issues affecting poverty - access to

water, transport, education, housing, security and health services - often for the worse. The role of city governments in local crime prevention is quite recent. It began ten years ago at the Mayors' International Conference in Montreal (1989) and Paris (1991). Today, several cities in Africa, including Abidjan (Côte d'Ivoire), Johannesburg, Durban, Pretoria and Cape Town (South Africa), Dar es Salaam (Tanzania) and Ouagadougou (Burkina Faso) are adopting new crime prevention policies.

Blessed are those  
who are flexible,  
for they do not get  
bent out of shape

All are aware that they cannot deal with urban violence and insecurity by repression alone, but that they need to focus on prevention, the education of police forces and awareness-building to address the root causes of urban violence. Based on experience in the Safer Cities programmes, preventive policy should be implemented and co-ordinated at the city level, while political guidance, monitoring and evaluation are performed by national government.

Good governance, sustainable development and security are indivisible. Public security is increasingly recognised as a key planning and management objective, as well as a central aspect of the quality of life and of economic and social development. Urban crime prevention must go hand in hand with a broader social development strategy. Public security must be considered as a public good for social well-being to be promoted by all institutions and civil society.

Michel Marcus, EU Forum for Urban Safety

In Europe, several cities have undertaken safer city approaches to reduce crime. These programmes have made use of partnerships and co-operation exchanges which allow for the shaping of experiences and the sharing of best practices.

There are common challenges facing both cities in Europe and those in developing countries. Notably, justice systems often function inadequately - or worse, not at all. The justice system is in crisis as a result of the increase in crime. The large amounts of money spent on fixing justice systems in countries around the world have not always improved the functioning of these systems. What is needed is a system that can assist policing which involves the roleplayers who are close to the situation in the community.

Robert Coates, National Crime Prevention Council,

## United States

For crime prevention to succeed, it must involve the community it is meant to help, because crime flourishes when good people do nothing. Community involvement needs to be interactive and must be inclusive – everyone who wants to participate, should be allowed to. Cities around the world are facing common problems: crime, drugs, unemployment and victimisation. To make a safer world there should be a common vision.

Such a vision has two components: a vision of what is wanted; and a plan of action for viable strategies that are implementable. This vision should include educating people, motivating them based on their education and organising from a planned, central body. Such a vision must incorporate long and short-term goals, and should be partnership-focused.

In addition to vision, more practical information must also be gathered. This would include:

- identification of existing problems (crime, drugs, quality of life);
- verification of problems through analysis;
- identification of who is affected by these problems and who should be involved in their resolution;
- establishment of a community policing philosophy engaging all key stakeholders;
- initiation of community mobilisation strategies;
- establishment of realistic, manageable and measurable goals; and
- pursuit of strategies that have been effective world-wide.

Patti Pearcey, British Columbia Coalition for Safer Communities, Canada

Crime prevention efforts at the local level must inform and be informed by work at the national and international level. The heightened profile of crime prevention programmes was galvanised by international support. There is now a need to ensure that people at local level have the necessary tools to make their undertakings sustainable. It is in providing these tools that crime prevention practitioners become critical.

'Partnership' is the current buzz-word, but for it to become a sustainable alliance it must be based on equality and on the differing economic, social and political realities of our world. Information sharing becomes important in this regard.

# Elements of Crime Prevention

The wide range of papers presented at the conference represent a wealth of information for the practitioner on what is happening around the world in the field of crime prevention. This report tries, as faithfully as possible, to distil the key messages from these presentations and group them around relevant themes. For this purpose, this section is divided into eight parts, each of which focuses on a specific element necessary to develop a comprehensive crime prevention programme. Of course, some of the topics fit as easily into one category as they would into another. The effort has been to identify the focal agency - government, local organisation or another group - for implementation and place each paper within that framework. The process is by nature subjective, however, and an issue such as victims, for example, cuts across many different organisations or steps of a crime prevention programme. Rates or patterns of victimisation are an important element of information gathering, but equally importantly, victims could be seen as being the responsibility of national or local government or communities.

The eight parts that have been identified from among the presentations made at the conference that are critical to the development and implementation of a crime prevention programme are: crime information and information gathering; identifying factors behind violence; the role of national government in crime prevention; the role of the police in crime prevention; the role of local government in crime prevention; the role of communities in crime prevention; the role of partnerships in crime prevention; and monitoring and implementation. Presentations made around each of these are summarised below.

## SECTION 1: CRIME INFORMATION AND INFORMATION GATHERING

In order to succeed, crime prevention must begin with a foundation based on information about those areas and people which the prevention programmes should address. Examples of the type of information which is important in this regard include those who are likely to commit crimes; those who are likely to become victims of crime (i.e. vulnerable groups); the nature of the urban environment; and government, local government and community initiatives. Each of these, and perhaps many more, forms a part of the foundation upon which crime prevention is built. This section presents papers from

the conference on these issue areas.

#### DATA COLLECTION

Antoinette Louw, Institute for Security Studies,  
South Africa

Crime prevention needs to be based on accurate information about the crime problem and existing initiatives which could assist in reducing crime. A key issue in information gathering is using as many sources from the community as possible. Crime audits enable an understanding of particular areas. These cover the extent of crime, the areas and people affected, the profiles of victims, the profiles of offenders, and environments in which crime occurs. As police statistics only provide a limited amount of this information, it is crucial to use other sources as well, such as victim support agencies, private security firms, community police forums (CPFs), and women's groups. Another important source is victim survey data, which illustrate extent, risk and fear of crime. They also measure public perception.

A crime audit should be carried out before a victim survey so that target questioning can be used and the survey can be adapted to meet the needs of each specific area. Victim surveys have some limitations in that they do not provide data for all areas of crime, especially violence against women (domestic and sexual assault), crimes committed against the youth and children, and information about offenders and potential offenders.

Victim surveys can assist in the process of selecting crime prevention programmes by providing data on the categories of victims who are the most affected, the circumstances in which crimes occur, the use of support services and the needs of victims. They can also indicate perceptions about police service delivery and how the public respond to particular types of interventions. Such information can assist in balancing political pressure against actual crime reduction needs.

Patti Pearcey, British Columbia Coalition for Safer  
Communities, Canada

The BC Coalition for Safer Communities is developing a tool to assist communities in creating a clearer picture of the relationships between social issues and factors contributing to crime. Our experience in working with communities over the years on grassroots community safety plans has shown that helping community members to create a full and accurate picture of what is going on in their

community is a key step in developing an effective community safety strategy. It is also critical to provide communities with the tools that allow them to make the connections between conditions such as unemployment, lack of adequate housing, substance abuse, sexual abuse, inequality, poverty, illiteracy, racism and criminality.

This tool grew directly from working with isolated communities in northern British Columbia, where segments of the population were living in conditions which have been likened to those of developing countries. It became clear that, even though we were aware of the role that social factors were playing in the community crime picture, there was little information on those factors in a form that could be useful to the community.

Determining and analysing the relationship between community-specific demographic information and crime data would help communities to create a clearer picture of the relationships between social issues and factors contributing to crime. A community map would provide the community with the information it needed to understand what was at the root of the community's problems, as well as to plan effectively for solutions.

All this is easier said than done. Firstly, collecting the data was more difficult than anticipated. The kind of data that communities were trying to collect included information on demographics such as gender, culture, age and socio-economic status, on unemployment, high school completion rates, literacy rates, poverty, teenage pregnancies, housing conditions and population densities. Even if community members were able to collect the data, it was often difficult to make any sense of the information, since data are rarely collected in uniform ways in terms of geographical area and time frames. It was also not always possible to get comparable information that would contextualise the local data, for example where local rates of poverty fit within the provincial and/or national trends.

Secondly, it was not always helpful to collate the information for communities and simply present it as a collection of statistical information, for two main reasons: communities were understandably defensive in reaction to the data since it was seen to paint a negative picture of their community; and we were told that the way in which it was presented could be overwhelming and intimidating, especially to those who had limited experience in using statistics.

The challenge has been to make the manual a friendly, effective and accessible tool for communities engaged in crime and social factor mapping. The best way has been to work with communities in

collaborative mapping exercises using the tool to teach community members how to compile, map, and analyse key social factor information and crime data.

It is important to be sensitive about the denial that may exist in communities and to begin with something more manageable like property crime, rather than violence against women. Once people start to analyse the crime in terms of who, what, where, when, how and why, other issues will be raised, and other connections will be made.

Finally, it is important to provide a context for the information, for example, to take the information on school completion rates and illustrate the ways in which these might have something to do with crime in the community. Information could include some of the factors involved in early school leaving, and programmes which have been effective in keeping youth in school.

Anna Mtani, Dar es Salaam Safer Cities, Tanzania

International experience has shown that crime prevention programmes co-ordinated at the city level can have a significant impact in reducing crime, delinquency and public perceptions of crime and the fear of crime. Safety at the city level also has important implications for local economic growth and business investment. The Safer Cities programme in Dar es Salaam, the capital of Tanzania, is aimed at strengthening the capacity of local government to manage and sustain urban security by reducing and preventing crime, especially those against women, children and other vulnerable groups.

It is a co-ordinated multifaceted strategy that aims at drawing resources and skills for local crime prevention from a variety of stakeholders and roleplayers. Stakeholders include the prime minister's office, government departments and community organisations, while roleplayers include the Dar es Salaam city commission, business and NGOs, trade unions and the police, among others.

The objectives of the programme are to reduce the number of crime victims, assist those who are victimised and prevent repeat victimisation; develop a culture of respect and adherence to laws; and to support and upgrade visible policing and law enforcement. The means to achieve these objectives will include conducting a victim survey, awareness-raising on the need for crime prevention; a policy aimed at prioritising categories of crimes and using short and long-term interventions; and a crime prevention strategy around people's

perceptions of crime and the fear of crime. The programme was initiated in 1997 and will continue at least until 2000, undertaking to create a steering committee, prepare an action plan and disseminate information to journalists, media, educators and religious institutions, among others, on crime prevention in the city.

Fatima Alvarez-Castillo, University of the Philippines, Manila

Victimisation as a personal and community experience has not been well studied. There is a lack of knowledge about how communities experience and deal with crime as part of daily living. This is especially the case with the poor, who do not have access to the protection of government or the ability to pay for private security. For this reason, researchers should choose to focus their research on making it useful to the poor. Participatory action research (PAR) is a methodology that articulates the views of the less privileged. However, this method does not only gather data. It also educates the participants about the problem of crime.

PAR is an ethical approach that discloses the challenges of the problem and provides information. For example, in community-based projects on violence against women, participants were trained in gathering and handling evidence, convincing witnesses to testify, informing women about their legal options, judicial procedures and counselling. A referral system was also put in place.

PAR relies on collaboration between the community and external actors. Its benefits are that it brings to light sensitive information not uncovered by traditional research, it involves communities in the research and gives them opportunities to learn new skills. It also improves communication between poor communities and some government agencies. However, the process is slow and time-consuming and relies on a high commitment among those involved. The results, though, show the benefits of such a process and reinforce the importance of communities in crime prevention programmes and strategies.

#### ENVIRONMENTAL DESIGN AND URBAN PLANNING

Ahti Laitinen, University of Turku, Finland

Environmental planning has a dual significance:

- the physical environment is connected with the occurrence of crime; and
- the physical environment forms the space within which the police operate.

The following list of recommendations have been approved by the Council of Europe as steps that should be taken in a crime prevention programme:

- making the target of crime more difficult;
- removing the target of crime;
- removing the means of committing the offence;
- reducing the lucrativeness of crime;
- planning the technical supervision of the target and the situation;
- using natural supervision;
- using the supervisory potential of employees; and
- planning the environment in which the action might occur.

Basic insights into the relationship between urban design and criminality developed in the US in the 1920s-30s. Oscar Newman's work represents a school known as Crime Prevention Through Environmental Design (CPTED) based on the premise that the environment should convey the message to potential offenders that inhabitants are keeping an eye on the area, that crimes can easily be noticed, and therefore, that there is a risk of being caught.

The following examples provide some indication of the way in which the physical environment may be modified as part of a crime prevention strategy. In Ann Arbor, Michigan, crime prevention has been carried out as a co-operative endeavour between planners, inhabitants and controlling authorities. Strategies which have been successful, include:

- limiting access to certain premises;
- clearly marking main entrances;
- locating information desks with an outlook on an entrance, where possible; and
- planning driveways and pedestrian lanes, where possible, to improve their observability.

In British Columbia, the CPTED approach has also been used by:

- keeping schools away from commercial centres to avoid youth from gathering there at lunch time or after school;
- planning routes to schools and residential areas so that these do not go through parking areas to reduce vandalism to vehicles;
- planning apartments as low buildings with limited blank fences; and
- placing recreational and leisure time premises meant for elderly people close to the entrances of apartment buildings, giving increased visibility.

Tinus Kruger, CSIR, South Africa

The physical environment and environmental design should be considered in any holistic crime prevention strategy. A few examples of the relationship between the physical environment and crime prevention are:

- spatial problems, for example, vacant land, low density sprawl and the location of transport routes;
- land with no explicit use and vacant land - open spaces either provide hiding places for criminals or 'no-go' areas for pedestrians needing to cross them;
- peripheralisation of the poor in townships on the outskirts of cities combined with lack of employment opportunities have exposed township residents to very high levels of crime;
- unoccupied and derelict buildings - these sites provide hiding places and may also negatively influence the image of an area by creating a perception that it is unsafe;
- controlled access neighbourhoods - the effect of crime on barricaded properties and neighbourhoods, and their surrounds is not always understood; and
- target hardening - high walls may actually increase opportunities for crime because of the lack of opportunities for surveillance by residents and passers-by.

There are five principles of environmental design that are applicable to crime prevention: surveillance and visibility; territoriality and defensible space; access and escape routes; image and aesthetics; and target hardening.

Before implementing a programme of environmental design, the nature and extent of crime in the area should be investigated. Environmental design should be incorporated within a holistic approach to crime prevention - it should not be seen as a solution on its own.

## SECTION 2: IDENTIFYING FACTORS BEHIND VIOLENCE

While more difficult to get information on and categorise, factors which contribute to the prevalence or dangerousness of violence and violent crime must be considered in developing initiatives on crime prevention. The impact of cultures of violence; issues around peoples' fear of crime and how this affects feelings of security; identifying those who are at risk of becoming victims or offenders of crime; and learning more about the factors which can impact upon the violence of crime (e.g. firearms, alcohol and drugs) must all be understood if a

comprehensive approach to crime prevention is to be undertaken.

## FEAR OF CRIME

Gomolemo Moshoeu, University of Fort Hare, South Africa

The fear of crime – that is people’s perceptions that they are at risk of being victims of crime – is important in crime prevention. Recent research shows that the fear of crime is widespread in South Africa. In general, this type of fear may be categorised in three ways:

- concrete – fear of becoming a victim of a specific violent crime;
- formless – non-specific and amorphous fear about general safety; and
- learned – acquired through experiences and the environment.

Fear is an obstacle in building safer communities as it restricts behaviour patterns and people’s capacity to participate in leisure and other activities, and decreases morale. As such, it is important that the fear of crime is addressed as part of broader crime prevention initiatives.

The Tasmania Crime Prevention Strategy is a community-based crime prevention programme that focuses on both crime and the fear of crime. The programme shifted the burden of crime prevention from the criminal justice agencies to the local government and community by bringing local government, officials, residents, perpetrators and victims together to enable them to participate in creating safer neighbourhoods.

The programme has three elements:

- a restorative programme which entails negotiation between the offender and the victim;
- community restorative programmes which enable the offender to provide restorative services to the community (for example, cleaning public parks); and
- community development programmes initiated by local government, which give residents the opportunity to improve the quality of life in their neighbourhoods.

This model is promising because it reduces the burden of dealing with crime prevention on the criminal justice system; utilises local government as the centre from which local crime prevention initiatives can be co-ordinated; enhances the participation of residents in key issues affecting the quality of life in their

neighbourhoods; and ensures the participation of youth in crime prevention activities. Together, these activities assist in reducing fear of crime by involving those affected in some of the solutions.

## CYCLES OF VIOLENCE

Merle Friedman, *Business Against Crime*, South Africa

There is much debate on whether cycles of violence exist. The evidence increasingly seems to prove their existence and, while not all victims become perpetrators, most perpetrators were victims. This is why victim empowerment is an important factor in crime prevention.

Trauma associated with victimisation manifests itself in various ways, for example:

- memory disturbances - victims cannot get past the past;
- disruption of the arousal system - they 'fly off the handle'; and
- the past is always present - a threat to survival is experienced and becomes the basis for 'self-defence' that leads to perpetration.

There are also specific types of victims in South Africa, including victims of apartheid, victims of crime, and hidden victims (those whose occupation expose them to violence, for example, nurses, police and mental health workers). Violence may also affect victims, for example, through post-traumatic stress disorder.

There are multiple types of trauma and not all can be treated in the same way. Different types of interventions are necessary to create positive resilience so that the perpetuation of cycles of violence is halted. For example, this might include acknowledgement, apology, reparation, support and therapy for victims of apartheid; victim empowerment, debriefing and therapy for crime victims; and recognition, building positive resilience and support/debriefing for hidden victims or perpetrators.

Barry Weisberg, *Civic Consultants*, United States

How can the cycle of violence be broken and a cycle of peace created? Violence existed before cities, but violence is created in cities. The urban cycle of violence is a cycle that feeds itself, where violence begets violence. The social and physical structures of cities are deteriorating and cities are becoming an inhumane form of settlement, creating violence through urban stress, complexity, density, diversity, noise and speed. There is no common territory, language,

identity, economic life, or culture. This leads to a loss of identity for those who live in the city and marginalisation for certain groups.

There are many different forms of urban violence:

- destruction of the geosphere (water, land, air, and fire) - through pollution and the transformation of the land and water;
- destruction of the biosphere (envelope of life) - through the elimination of species, loss of biodiversity, alternation of life cycles, and energy transfers; and
- destruction of the humansphere (human existence) - through crime, terrorism, ethnic conflict, civil war, and government and corporate violence.

To break the urban cycle of violence it is necessary to break important links in the cycle. Through education and training the population must gain an understanding of global, urban and local violence. To accomplish this, the culture of violence represented in the media, communications and consumerism must be rejected. Violence against the geosphere needs to be curbed through limited development, slow or no growth; the biosphere through sustainable development; and the humansphere through equitable development. Initiatives need to be established such as crime intervention and prevention; violence intervention and prevention; and programmes aimed at reducing fear.

### IDENTIFYING THOSE AT RISK

David Syme, National Campaign Against Violence and Crime, Australia

Providing children with basic human rights provides you with a safe and secure tomorrow

The National Campaign Against Violence and Crime (NCAVAC) is an Australian initiative operating within the Attorney-General's department as part of the federal government's programme on crime prevention and violence against vulnerable groups. A primary focus of this program is on early intervention or primary prevention. The NCAVAC has about thirty different projects, but only two will be discussed here.

Working with adolescents to prevent domestic violence - Research has shown that working with adolescents can be important in the primary prevention of domestic violence. For some disadvantaged boys, for example, violence is a way of proving their masculinity and thereby claiming social status and power, while children who have experienced family violence are at a much higher risk of becoming

perpetrators and have a far greater acceptance of violence as a means of control.

Adolescence is an opportune time to influence the formation of healthy, non-violent relationships later in life and is a transition point where destructive gender relations can be challenged before they are set in adulthood. There is a growing support for a holistic approach to violence prevention which includes strategies targeting young people that integrate safe school policies, educational goals and social skills courses. School is an important violence prevention institution, but there is also a need to have such a programme thoroughly integrated with other community resources and developments.

A twelve-month pilot project has been developed in a rural town in Western Australia which commenced in August 1998. The experience gained from this project can provide guidance to schools and other services on potentially effective means of preventing violence such as that already being experienced by adolescents within relationships.

Development and early intervention approaches to crime prevention - From the development perspective, there are several multiple risk and protective factors that occur at crucial transitional points in a young person's life (for example, birth, transition from primary to high school and from high school to tertiary education). Risk factors tend to co-occur and operate cumulatively. For example, child abuse and neglect are of particular importance and often occur together. It is important that risk factors are approached early in life, for example, appropriate interventions at the onset of aggressive behaviour during pre-school years.

Such programmes require an holistic approach which addresses the interconnection between risk and protective factors for victims, offenders and neighbourhoods. In addition, such programmes should use the most effective measures at the best possible time, and create links between all those actors involved in preventing crime. Lauren Segal, Centre for the Study of Violence and Reconciliation, South Africa

Sports Against Crime (SAC) is a programme that aims to create positive rolemodels as an alternative to crime. The programme was developed through interviews with 'amagents' (gang members) - youth involved in crime in the community and in jail. It was found that violence and prison had become a part of their world and there was no sense that alternatives existed. Many positive values can be extracted from the world of sport, including courage, leadership, a sense of

belonging, esteem and hope. These could be used to combat some of the effects of youngsters engaged in, or with the prospect of becoming involved in crime.

The SAC programme has managed to give youth a sense of affirmation through, for example, team-building. It also provided role-models from disadvantaged backgrounds who have made alternative choices to a life of crime. It has helped youth to find other ways to seek respect and find value in themselves rather than through crime. For example, values such as hard work, succeeding at school, courage and being successful on the sports field could be pursued. SAC can also boost the strength and self-esteem of women by showing them that they are as good, capable and strong as men.

An important part of crime prevention is providing a way of saying no to crime through a secure environment, positive values and the availability of positive leisure and recreation activities. Sports Against Crime is one programme through which the latter can be achieved.

Glenda Cooney, Crime Prevention Saskatchewan,  
Canada

The UN Convention on the Rights of Children was adopted in 1989 and provides the basis for protecting children from all forms of violence. Nations around the world are incorporating this Convention into their laws and constitutions. They are establishing children's commissioners, ombudsmen or advocates as redress mechanisms for children whose rights have been restricted or denied. In the light of this development, we must move away from considering children in terms of concern for their needs, to the recognition that abuse of their human rights should also be addressed.

Children require opportunities to learn and to make choices in order to become responsible citizens. Without social, economic and political power, children remain the most vulnerable citizens. The traditional view on advocacy was that children needed 'saving and protecting', and resulted in adults lobbying for the positions that they felt would be in the best interest of the child. Advocacy has now moved from 'child saving' to 'participation'. The goal is to balance children's needs while respecting their rights and dignity. The challenge is to give them voices in the decisions being made about their well-being, while acknowledging that there could be circumstances beyond their level of comprehension.

In the 1980s, the province of Saskatchewan acknowledged that their children were without rights. The government-appointed taskforce indicated the need for an advocate or ombudsman for children who

could educate them on what their rights are, hold their caregivers accountable when their rights were infringed upon, and ensure that they were being treated fairly. The government's response was to create the Child Action Plan. This recognised that children by themselves are unable to access or influence powerful voices such as the media and decision-makers. The gaps in service and the need for prevention created the Children's Advocate Office. The Children's Advocate is an independent officer of the Legislative Assembly who is not constrained by political interference and is free to challenge and criticise government legislation, policy, and resource commitments to children and youth.

Advocacy holds legislators accountable and encourages communities to insist that children are valued and treated with dignity and respect. It raises the profile of children on the political agenda and enhances the fair treatment of children generally.

#### FIREARMS AS TOOLS OF VIOLENCE

Wendy Cukier, Ryerson Polytechnic, Canada

Firearms are tools for crime, violence and injury and, as such, present a risk. They are used in homicides, suicides, domestic violence, unintentional injury, and unintentional death. In Canada, firearm suicides outnumber firearm homicides. Internationally, approximately 300 000 people are killed a year with firearms as a result of homicide, suicide and unintentional injury.

Impulse is a key factor in many crimes, especially in youth suicides. Research supports the idea that many firearm deaths are preventable. To reduce risk factors, several steps should be taken, including:

- reduce the probability that people at risk have access to firearms (for example, through stricter licensing);
- reduce access to weapons whose threat outweighs their utility (for example, AK-47s);
- reduce overall accessibility (fifty per cent of guns had not been used in the preceding year);
- increase barriers between individuals and guns (e.g. storage in safes); and
- reduce the supply of guns available for use in crime.

In Canada, stricter gun laws have resulted in a decrease in the number of firearm deaths. However, there is still much that can be done to reduce these deaths and accidents.

## Joseph Dube and Clare Taylor, Gun-Free South Africa

South Africa has one of the highest rates of gun-related deaths in the world. In 1996, an average of 210 people were injured daily by firearms, of which sixty required hospitalisation. Gun-Free South Africa, launched in 1994, grew out of a national campaign to ensure a safe and secure nation through reducing the number of firearms.

For the harm done by not using the best methods to reduce crime, we are all alternatives to guns.

A Gun-Free Zone Campaign (GFZ) was developed to provide people with a 'space free from guns' by placing restrictions on those entering an area with a gun in the same way that smoking and drinking may be controlled. A GFZ has the ability to raise public awareness about firearms, change behaviour by encouraging public debates, and identify

While guns do not cause crime and violence, there is a close relationship between their availability and injury. The process for creating a gun-free zone provides a platform for communities to debate issues of safety and security and provides one way for communities to take concrete steps in making their environment safer.

## Martinho Chachiuva, Instituto Superior de Relações Internacionais, Mozambique

During two decades of war, Mozambique experienced the diffusion of weapons throughout society. Due to the prevailing deprivation of the majority of the population, these weapons have fuelled crime and violence internally, as well as regionally since the war ended. The presence of weapons jeopardises social and political stability and hence hinders socio-economic development.

The Christian Council of Mozambique developed a weapons collection programme called Swords into Ploughshares (TAE), believing that the prevailing violence was partly caused by the large number of weapons in the country. The programme organisers wanted to create an atmosphere of confidence which would give anonymity and security for people handing in their weapons. Individuals could exchange weapons for agricultural implements, sewing machines or construction materials, among other items.

In sixteen months, 2 016 different kinds of weaponry and thousands of related accessories were collected. The relative success of the arms buy-back programme has been questioned by suggesting that the buy-back tapped the wrong market, failing to collect the weapons being used in crime. However, it has proven to be an important way in which civil society can participate in finding solutions to reduce the number of guns in a community.

### SECTION 3: THE ROLE OF NATIONAL GOVERNMENT IN CRIME PREVENTION

National government has an important role to play in crime prevention, from developing its own strategies to supporting those of local government and communities. Presentations made on the role of national government focused on specific programmes under way and on the more general considerations that should be taken into account when developing a national crime prevention programme.

#### THE ROLE OF NATIONAL GOVERNMENT IN SETTING GUIDELINES AND CO-ORDINATING ACTION

Bronwyn Somerville, Crime Prevention Unit,  
Department of the Prime Minister and Cabinet, New Zealand

The Crime Prevention Unit has three roles: advice to the Prime Minister and Cabinet on the crime prevention implications of policy proposals; maintaining a strategic overview and co-ordinating the crime prevention activities of central government agencies; and establishing and maintaining the partnerships between government and local safer community councils in New Zealand.

The CPU developed from research undertaken in 1992, which showed that New Zealand needed a 'change of recipe' to their 'law and order' regime. Crime and its costs were on the rise; there was no crime prevention policy, mandate or single agency responsible for co-ordination or management; existing responses were geared towards the processing of offenders; and responses by police, the judiciary, government, and community groups were unco-ordinated, had conflicting objectives, duplication and poor utilisation of resources.

The resulting Crime Prevention Strategy has undertaken to overcome these challenges through co-ordinated management of government activities in crime prevention, including policy, research, and service delivery and has worked to develop partnerships with local government, indigenous authorities, and other ethnic and community

organisations. It is acknowledged that government must provide policy, process, services, funding and leadership, while providing local communities with opportunities to become more involved in crime prevention.

The key areas for strategic intervention have been:

- improving the effectiveness of support for families at risk;
- reducing the incidence of family violence and targeting preventive programmes for youth at risk of offending;
- developing a co-ordinated strategic management plan focused on the misuse and abuse of alcohol and drugs;
- developing a strategy to address white collar crime; and
- addressing the concerns of victims and potential victims.

Co-ordination has been an important component of the programme. This has included encouraging all relevant government departments to focus on identifying crime prevention possibilities and their impact on broader policy development work. Partnerships with sixty safer community councils (SCCs) have been formalised with the government. The purpose of the safer community councils is to enhance the community's capability to respond to issues of crime and anti-social behaviour at the local level. The CPU makes a contribution towards infrastructure, the co-ordination of funding and local project funding, and also helps the SCCs to prioritise and co-ordinate resources. There are several important lessons that have been learned from this project. These include:

- the difficulties of evaluating programmes against clear crime prevention outcomes;
- the need to encourage the participation of other ethnic groups who experience high levels of victimisation and offending - this requires the best administrative support and expertise, which are often not readily available in rural areas; and
- the need to co-ordinate key goals with broader government policies (for example, families at risk, family violence, and a national drug and alcohol policy).

Irvin Waller, International Centre for the Prevention of Crime

It is possible to improve the quality of life through law enforcement and crime prevention. This strategy requires a rigorous and responsible process that incorporates problem-solving partnerships at all levels and knowledge about which crime prevention initiatives are effective or not, complemented by action.

To develop a programme around crime prevention, a process of identifying risk factors should be undertaken and the information which is collected, should be passed on to local government. Common risk factors include marginalisation and exclusion, dysfunctional families with uncaring and incoherent parental attitudes, social acceptance of a culture of violence, the presence of facilitators (i.e. drugs and firearms), discrimination and exclusion deriving from sexist, racist, or other oppression, and the degradation of urban environments and social bonds.

A national effort to assist in crime prevention must begin with an identified lead organisation which develops the objectives, vision and plan of the programme. To be effective, this agency will need a comprehensive mandate and enough seniority to include other government departments in the process.

There must also be the capacity to mobilise the process through training, the exchange of information, financial resources, human resources and bringing together best practices.

A successful programme will also require an analytical capacity that can undertake research, monitoring and evaluation, influence resource reallocation towards the most effective and economical actions, and a communication capacity to engage the public and promote education in schools, colleges and universities.

To create successful crime prevention initiatives there must be certain fundamental elements, such as guidelines, co-ordination, monitoring and analysis, and clear roles for national and local government.

Joseph Tanny, Security Council, Côte d'Ivoire

Urban crime represents an increasing danger to the future of society. The government, locally elected officials and citizens all have a role to play in crime prevention. However, in order to achieve this, a plan of action that contains certain elements must be devised.

Firstly, changes must be made to the environment and living conditions of those excluded from society by eradicating shantytowns and initiating a new urban policy to develop a social housing plan. The creation of activity centres where community residents have a place to meet should also be considered. The institutionalisation of trained social mediators to facilitate dialogue between public authorities, police, and 'problem' populations is also an important element.

Secondly, actions need to be taken that improve the situation for

youth, including developing schools in underprivileged areas and providing specialised centres for orphaned or abandoned children.

Thirdly, there is a need to create a more adequate police force through community policing initiatives, the opening of new stations in underprivileged areas, setting up urban crime prevention units in well-known high crime areas, developing partnerships with municipal police forces and through the creation of community and local crime prevention councils consisting of the different levels of police, social workers, judges, representatives of activity centres and various relevant associations.

Pathe Diagne, Researcher, Senegal

Perspectives of justice and crime prevention programmes differ around the world. This means that a mediation programme that worked in Toronto can fail in Latin America. In Senegal, there is a national plan to fight poverty using a broad process and ensuring access to justice. Three situations are representative of the challenges faced by Senegal in combating crime.

The 'new city' in Dakar is plagued by major problems which municipal authorities find difficult to control. An area of the city is dominated by a specific religious community that have their own traditional criminal justice system. Therefore, there needs to be a balance between using this traditional system while still ensuring security and human rights. In addition, the city is close to the country's border, and new types of crime occur through immigration. Also, the introduction of tourism to this area has increased drug problems.

The model needed to create an alternative justice system to prevent crime should have several key components, namely the involvement of all roleplayers both from within and outside the criminal justice system and a national programme for fighting poverty. It is impossible to guarantee security without a minimal social economic system. The local government needs to equip itself to be able to provide a minimum of services.

## THE SOUTH AFRICAN GOVERNMENT AND CRIME PREVENTION

Rapu Molekane, Portfolio Committee on Safety and Security, South Africa

Since 1994, the South African national government has supported crime prevention through the development of policy and legislation. There are six central policy papers and pieces of legislation which are important for the implementation of crime prevention initiatives.

These contribute to the broad national framework on crime prevention by outlining general policies and implementation, the framework for implementing municipal police services and furthering community policing.

The National Crime Prevention Strategy (NCPS) is probably the most important national document, placing crime prevention firmly on the national agenda. This strategy was developed by an interdepartmental team and delineates the relationship between crime and social processes (for example, social and economic factors). The NCPS recognises that there are roleplayers beyond the police and those departments within the criminal justice system who should be involved in effectively combating crime.

Within the Department of Safety and Security, the 1998 White Paper is the guide for the department's policy on crime prevention. The White Paper has two key focus areas: more effective law enforcement and effective social crime prevention. To facilitate the implementation of the White Paper, a National Crime Prevention Strategy Centre is being created which will identify priorities, co-ordinate information sharing and assist provincial and local governments in crime prevention.

Bernie Fanaroff, National Crime Prevention Strategy, South Africa

The national government plays a leading role with its partners in creating a vision and framework in which local mobilisation can take place. Government has a responsibility to support the different roles in provincial and local government. In addition, there is an urgent need to focus on the criminal justice system in order to improve its functioning. However, the government must also address issues around crime prevention, including diversion, training, reduction of prisoners awaiting trial, victim empowerment programmes and border control.

The National Crime Prevention Strategy has taken various steps towards addressing crime and devising means of crime prevention. These include its projects on vehicle theft and firearms. The former has a clear role for local government, while an effective policy on firearms will require steps to change public attitudes and improve education about weapons.

Crime prevention has been a process of learning as we go along. The partnerships between national government and the number of diverse roleplayers (police service, ministers, government departments,

Business Against Crime and provincial and local governments) have been crucial in the implementation of programmes.

At the provincial level, the police service has been developing sector policing, which will move responsibility down to station level and will strengthen the community policing model. The Department of Justice is finding ways to involve local communities in justice processes both through formal court structures and in restorative justice models. In addition, an audit of community police forums (CPFs) has been completed and the NCPS is looking at ways of involving them further in local crime prevention initiatives.

There has been an agreement between departmental teams involved in the NCPS and the provincial sectors that co-operation in attempts to break the cycle of violence is crucial. There is political and criminal violence on the streets, and children grow up thinking that violence is the norm and not the exception, and the cycles is thus perpetuated.

The NCPS has also been providing assistance to local governments to develop a model where their primary role is the efficient execution of their core business, getting their departments to work on problem-solving as teams for maximum impact on crime prevention. However, it is important that local government does not become overburdened and stretched beyond capacity in terms of resources and management.

Piko Mbambo, National Crime Prevention Strategy,  
South Africa

South Africa's history has left a legacy of firearms. Many initiatives have been launched by government in the past to deal with the proliferation of firearms, but these were poorly co-ordinated and had little impact.

The NCPS Firearms Task Team was established to develop a coherent strategy to deal with the proliferation of arms, identified as originating from the following sources:

- historical sources - due to the apartheid system, arms were obtained for self-defence and by people who prepared to fight for their freedom; these are still in circulation;
- illegal arms entering from neighbouring countries;
- theft/loss of state-owned or private arms;
- citizens arming themselves against criminals;
- home-manufactured arms; and
- corrupt gun dealers.

The NCPS strategy on firearms aims to stop the influx of firearms

into South Africa; to prevent legal firearms from becoming illegal through criminal activity; to reduce the existing pool of firearms in the country; and to mobilise public and political support for the NCPS programme.

The NCPS is implementing the firearms strategy through:

- training and partnerships between national and provincial firearms units to optimise their functioning;
- improving border controls;
- streamlining the regulation of firearms and revising legislation;
- developing a public awareness campaign on gun violence; and
- building community-police partnerships to identify causes of gun violence and to work towards preventing these by using methods tailored to the community.

The only way to stop gun violence is for the majority of the community to find it unacceptable. Community support and action are vitally important to ensure that the firearms strategy will have a measure of success.

#### BRIEFING ON THE INTEGRATED CRIMINAL JUSTICE SYSTEM, SOUTH AFRICA

The Integrated Criminal Justice System project began about two years ago, following the realisation that the criminal justice system was no longer functioning adequately and that there were blockages within the system that had to be identified and addressed. Some of the obstacles to efficient functioning that were noted, included:

- duplication within the system with no co-ordination between the different departments;
- large numbers of cases being withdrawn due to inadequate information;
- a manual system that made it easy for corruption to occur (for example, through missing dockets);
- congestion of courts and prisons; and
- increases in the time taken to complete court cases - on average, it took 76 days in June 1996. By the end of 1998, it is predicted that it will take 130 days.

The Integrated Criminal Justice System project focuses on the stream of events that occurs within the justice system. It began with an analysis of the situation and identification of blockages in the system, followed by identifying solutions (including sixty departmental 'quick-fixes', 36 cross-departmental 'quick-fixes', 26 fast-track initiatives, and five enterprise level solutions), the classification,

costing and prioritisation of solutions, and planning implementation.

Since it was the process that was identified as the problem, not individual departments, the Integrated Criminal Justice System was split into six core processes: crime reporting and investigation, arrest processing, prosecution management, adjudication management, incarceration management, and community supervision. Through improving the effectiveness of these, steps can be taken to improve the smooth functioning of the entire justice system.

## PRE-TRIAL SERVICES

Michelle India Baird, Bureau of Justice Assistance,  
South Africa

Crime is a problem that must be addressed through practical community-based initiatives that have immediate local impact, but that influence and shape national policy. For example, there is considered to be a crisis in the bail process in South Africa. The Department of Justice tightened legislation around the provision of bail, but needed to look beyond the legislation to practical solutions for overcrowding in jails and poor bail decisions.

A study was conducted in three courts and the results shaped the design of the pre-trial services project. The study findings showed that courts rely heavily on bail based on money, and that the amount of money chosen for bail does not correspond with the accused's income. There is a lack of an automated, systematic case tracking system which leads to long delays, withdrawals, and remands, and witnesses do not come to court and are rarely informed about bail decisions. Based on these findings, the goals of the project were designed to make the bail system more effective and more humane, while ensuring that serious, violent and repeat offenders were less likely to be released on bail, but that petty or first-time offenders are more likely to be released on warning or with affordable bail. Also important is that witnesses should be less likely to be intimidated and are informed about bail decisions and the status of the case.

The pre-trial services project is currently running in three pilot areas. Steps that have been taken to improve the functioning of the courts in these areas include the use of a court-based offender database with a digital photo of the offender so that the defendant cannot switch places with someone else; verified demographic information of the defendant provided by the pre-trial services office (residence, employment and income); a system of case-tracking to supervise accused persons released on bail; and a computer link between the SAPS criminal records centre and the courts, providing

details about previous convictions before the bail decision is made.

In the pilot areas, these actions have begun to cut through the red tape of bureaucracy. Police are also able to access data more quickly, while the increased amount of available information allows for more informed decisions to be taken on the granting or refusal of bail. Using the special conditions of supervision, initial results show that 97 per cent of accused persons are appearing in court for the second time. Most importantly, magistrates know this is a process that they can trust and are thus more likely to use special conditions of supervision, which may lead to less crowded prisons.

#### SECTION 4: THE ROLE OF THE POLICE IN CRIME PREVENTION

The police have an important function in crime prevention, being the visible front end of the criminal justice system. However, internationally, the realisation has grown that the police alone are not responsible for crime prevention, and that other actors must also be included, ranging from governments to community-based organisations.

Lans McGregor Stuart, Durban City Police, South Africa

The structure of the police in South Africa includes a distinction between traffic officers and police officers who are responsible for enforcing different laws. The 1998 White Paper on Safety and Security recognised that national policing is only one factor within a co-operative policing network and the SAPS Amendment Bill provides for the establishment of municipal police services.

In South Africa, 'municipal' is a generic term covering all local authorities, up to and including those large enough to cover a metropolitan region. Municipal policing has become an important element in the transformation of policing within South Africa, especially in the light of current demands on local government to provide safety and security. Its success will depend largely on the degree of trust it can command within the community. Any community can establish municipal policing structures, which are regulated by an 'oversight' committee consisting of local government members. Municipalities constitute the base level of government planning and policy implementation, and are therefore able to react appropriately to local crime trends which vary from region to region, requiring different strategies and approaches.

Durban is the only city that has an existing municipal policing capacity in South Africa, established in 1854. The Durban municipal police do many of the same things as the national police (data collection, crime deterrence, examination of crime patterns), but also have additional functions, including enforcing traffic regulations and local bylaws, and crime prevention. Members are known as 'peace officers', with powers of arrest, search and seizure.

The Durban City Police use a 'bobby on the beat' approach where foot patrols are permanently assigned, supported by specialised units which focus on specific crimes or types of offences. This policy is based on the belief that highly visible, readily available, smart, well-trained police officers are central to the success of any crime prevention programme. While certain police functions must stay in the domain of the national police, municipal police forces are in the best position to react appropriately in a partnership context to localised crime problems.

Piet Biesheuvel, United Kingdom Department for International Development Programme in South Africa

There are serious problems emerging within the South African criminal justice system, arising from the fact that there is an increasing demand to fight crime (growing at about twenty per cent per year) while the resources available to combat crime are decreasing. The critical challenge is to close or manage this gap.

There are three ways in which this gap could be managed: through reforms, restructuring and job sharing (i.e. sharing responsibilities through partnerships). The overall aim is crime reduction, of which crime prevention is one aspect.

The short-term focus is on crime detection, the medium term on crime prevention and the long-term goal is education programmes, including educating youth about crime which would lead to crime reduction.

The medium term challenge of crime prevention must include all government roleplayers plus the community, community police forums and others. All these actors together need to devise mechanisms that will be practical, implementable at zero cost and not labour intensive to give efforts at crime prevention a fighting chance.

Janine Rauch, Centre for the Study of Violence and Reconciliation, South Africa

This paper is based on the main findings of a survey that included 38 police stations in Johannesburg and 22 in Pretoria. Station commissioners were asked about the causal and contributing factors of crime in their areas. These included socio-economic factors (unemployment, poverty and disrupted families); substance (alcohol and drug) abuse; and criminal organisations. Other factors that were identified which can also contribute towards crime included community attitudes and values, environmental factors, illegal immigrants and victim negligence.

Suggestions from the survey focused on enforcement strategies, sector policing, community policing, community police forums, anti-crime education for youth and victim support.

Enforcement strategies used by the police interviewed, included road blocks, joint operations with the defence force and traffic police, cordon and search operations and patrols. The survey respondents did not mention non-police oriented crime prevention (for example, within civil society), the role of alcohol or firearms in crime prevention or incorporating offenders (for example to address recidivism or diversion).

The survey respondents were asked for solutions to crime. They suggested community policing, more policing enforcement, better policing, more public education and improving the socio-economic situation of citizens.

## BRIEFING ON PROGRAMME JOHANNESBURG

Programme Johannesburg was developed in response to the high rate of crime in the city (the highest in South Africa) and because Johannesburg has become the window through which the world views South Africa. It is expected that the Programme Johannesburg model can develop an effective structure within which to apply the SAPS Service Delivery Improvement Programme (SDIP).

The programme has four main components:

- client service (effective service when reporting crime directly to police stations, or the dispatch of the emergency flying squad);
- detection (attending to crime and complaints, dockets);
- crime intelligence (gathering information, analysing, supplying information to detectives, supplying crime pattern information and tendencies to the Crime Prevention Unit); and
- the Crime Prevention Unit (CPU).

To achieve the programme aims, it was decided to focus on five areas: visible policing; crime information/intelligence; crime investigation; resource utilisation; and service delivery. These areas were implemented through improving conduct and providing training, using the 'Effective Detective' system in which records of crimes were kept, the process flow of documents was streamlined and made verifiable, dockets were screened and inspected to distinguish between crimes that can be solved or not, and ensuring that dockets met minimum standards.

Other projects within Programme Johannesburg include:

- Sector policing divides policing into small, manageable areas that can draw communities into interface roles, assess needs, identify root causes of crime and contributing factors and create a detailed profile of the area of crime incidents, geographical features, roleplayers, and profiles of residents.
- Crime intelligence undertakes to establish an effective system to collect and analyse information, training in analysis, use of the database, interviewing and questioning.
- Business Against Crime's Support Partnership for Police Stations (SPPS) brings the resources and skills of business to enhance the police through, for example, adapting the customer service skills used in business to support and enhance service delivery.

## DIVERSION

Gavin McFadyen, Police National Headquarters, New Zealand

The Police Adult Diversion Scheme forms part of the prosecution process in New Zealand. After offenders are arrested and charged and if they appear eligible for diversion, they are remanded by the court to allow time to consider whether they should be diverted. If the offender meets all the conditions, the police will officially withdraw the charge.

The goals of diversion include:

- preventing re-offending;
- avoiding conviction/giving a second chance;
- improving resource usage by limiting the number of minor cases clogging the system;
- avoiding the delays, cost and trauma of trial;
- better provision of services to victims;

- improving perceptions of the police among the public, victims and offenders; and
- rehabilitating offenders.

The diversion process begins with a letter of apology to the victim - it is felt that an apology helps the offender to come to terms with his/her behaviour and to think about its effect on the victim. Reparation to cover any reasonable expense incurred by the victim is paid where needed. Where no cost was incurred by the victim, a donation is made to charity. Counselling is imposed only in a minority of cases, however, offenders often volunteer to attend. The most common type of counselling is anger management in assault cases or to deal with drug and alcohol abuse.

Community service is also undertaken in cases where the offender cannot afford to make a donation. Diversion enables the offender to work at a non-profit organisation for a more appropriate 'sentence' of community work. Other conditions may include curfews, being made to live at home or a ban on driving.

Failure in diversion is rare. The small proportion that fail to fulfil their conditions are prosecuted in the usual way. Fulfilling the conditions results in the police officially withdrawing the charge and fingerprints and photographs are destroyed. Through this process, 12 000 offenders were diverted in 1996, while 147 000 were prosecuted in the court.

Diversion benefits many sectors of the population, for example:

- the offender, by avoiding the stigmatisation of a criminal conviction;
- the victim as the process requires victim consent, restoring to the victim some feeling of control over the process and enabling him/her to obtain adequate and appropriate reparation from the offender;
- communities who provide work for divertees;
- the police, as a means of improving the quality of service provided to offenders and victims; and
- the criminal justice system as it reduces the workload of the courts to some extent and improves the use of resources by avoiding unnecessary prosecutions.

The penal practices in New Zealand have changed over the last fifteen years as informal initiatives to deal with offending outside the formal penal system have been developed. These have resulted in two trends: continued reliance and even expansion of the formal courts; and the development of different ways of responding to offences which are

rooted in the community process.

The challenge is to incorporate the need to build on what exists and to know how to provide ongoing solutions in preventing crime through a variety of options.

## SECTION 5: THE ROLE OF LOCAL GOVERNMENT IN CRIME PREVENTION

Increasingly, local government is being identified as the lynchpin in crime prevention. It is able to bring together local actors with national government and has a valuable role in initiating and running crime prevention programmes. However, empowering local government remains a challenge, as does the provision of resources.

### DEVELOPING EFFECTIVE LOCAL CRIME PREVENTION

John Blackmore, Community Safety and Empowerment, United Kingdom

There are three key principles in developing effective local authority crime prevention work: councillors, a corporate approach and coalitions.

The first key principle is the importance of securing high level political support for crime prevention from local council politicians. In the borough of Brent in London, a special Council Committee has been established so that community safety decisions and issues can be built into the local political system. The current chair of the committee champions community safety work among other councillors and outside agencies, an important element of success.

The second key principle is the importance of developing a clear corporate local authority approach to crime prevention. Crime prevention must be seen as being a core responsibility of all the different departments of a council. For example, it should be included in the planning of the departments of Housing, Education, Environment, Sports and others.

The third key principle is to ensure that local authorities take the lead in developing crime prevention partnerships with agencies such as the police, probation service, business and companies. Partnership work is hard, but it does lead to results. The adoption of a partnership approach to crime prevention has become virtually a precondition for government support to crime prevention efforts in the UK.

For many years, it has been recognised that the police cannot maintain law and order on their own. In order to do their job effectively, the police need the support of the local community, in particular that of the agency that represents local people. In Brent, there are several examples of this co-operation, such as crime information sharing between the police and the local council, through the national Crimestoppers programme and through neighbourhood watch and neighbourhood pride projects.

#### LOCAL GOVERNMENT IN ACTION ON CRIME PREVENTION

Rory Robertshaw, Safer Cities: Greater Johannesburg, South Africa

Maintaining order at the city level has become a critical issue for the post-apartheid state. In Johannesburg, where some of the highest crime rates are recorded, the fear of crime is high and there is immediate concern for economic development as crime drives people away from the central business district to the safer suburbs. The control and prevention of crime has become a national priority and a large portion of the government's focus and resources have been allocated to the restructuring of the criminal justice system.

However, crime reduction must go beyond the police using law enforcement, and include preventive interventions to reduce the social and economic factors which contribute to crime. Crime prevention elicits the possibility of local interagency action, including collaboration with NGOs and community structures. This approach also provides a mandate for alternative justice models such as mediation and diversion programmes, and community courts.

The Safer Cities: Greater Johannesburg strategy is led by the Metropolitan Council. The aim of this project is to reduce crime and the fear of crime, thereby creating a safer urban environment where economic enterprise and community life can flourish. The project is developing a range of focused crime prevention programmes in collaboration with all interested parties at local, provincial and national levels. This includes the police, the business sector, NGOs and community groups. The process to define this Safer Cities project had the following stages:

Detailed crime diagnoses - The city victim survey was an important part of this phase. It is not a once-off process, but rather a continuing and evolving one that increases in sophistication and reflects new developments in a rapidly changing environment.

Partnership construction - It is necessary to adopt a flexible and dynamic approach to develop partnerships embracing a broad range of local roleplayers to design, develop and implement local projects. There is also a need to avoid over-formalisation in the initial project stages.

Strategy development - This must flow from diagnostic work. Focus areas chosen in Johannesburg include:

- making environments less conducive to crime;
- developing a culture of crime prevention;
- supporting preventive policing and law enforcement; and
- providing information and tools for assisting victims and preventing victimisation.

Implementation and evaluation - Examples of programmes that are being undertaken, include:

- bylaw enforcement, such as street-trading and alcohol licensing;
- a dedicated bylaw court, improving court handling of habitual bylaw offenders;
- support to the SAPS;
- car guards; and
- emphasis on monitoring and evaluation.

Irene Cowley, NICRO, South Africa

A crime prevention forum was established by the Pietermaritzburg-Msunduzi Transitional Local Council in 1996 to address the threat of crime to the development of the city. The forum created a crime task team to consider proposals for crime prevention programmes, to develop a co-ordinated strategy to prevent the duplication of services and to foster co-operation among the stakeholders in the community. From the task team, an umbrella body comprising representatives of the local government, provincial departments, political parties, business, labour, religious organisations and community organisations was created, known as the Anti-Crime Network.

The Network serves as a plenary body with broad terms of reference and its management team acts in a monitoring and advisory capacity to the Network. The Anti-Crime Management Team includes representatives from government departments, local government, business and community organisations and has drafted a mission statement and a local crime prevention strategy and is undertaking the co-ordination of the latter's implementation. The team has also

conducted an audit of crime prevention projects and strategies and is working to identify gaps in services and to initiate projects, in addition to managing the network itself.

Currently, there is an organisational structure for the Anti-Crime Network, a vision and mission statement, intersectoral membership and representation, and scheduled monthly meetings. A grant was given by the Transitional Local Council to NICRO to fill the position as a project facilitator. The TLC has taken the lead in addressing the crime problem, and has elements that could ensure its success, given that its leadership and effective communication between the members and the forum continue to be represented by key roleplayers from the community.

Kelvin Barichievu, City Administrator,  
Pietermaritzburg-Msunduzi, South Africa

In recognition of the serious threat of crime to development in the city, the Pietermaritzburg-Msunduzi Transitional Local Council (TLC) developed a process out of which an intersectoral Anti-Crime Network was established (see above). This Network has developed the following six lead projects:

Operation Safety - This includes community police forums, as well as Operation 'Vimba', a programme to encourage people to report crimes. A toll-free call system that will be operated by the Fire Brigade has been established to deal with calls for the SAPS, ambulance, fire and emergency services, and the traffic police. A number of call points have been established for easy accessibility.

Thou Shalt Not Commit Crime - Groups such as Christians Against Crime, Religion Against Crime, the SAPS, the departments of Education, Culture and Welfare, and Population Development, and the TLC are investigating developing programmes to:

- educate children and youth;
- provide diversion strategies for youth; and
- promote healthy family life and peace.

Local Jobs for Local People - Crime is often linked to poverty, hunger and a feeling of despair. Therefore, job creation is essential to combat crime. The TLC has developed a Local Economic Development Programme (LED), that is initiating economic projects and creating partnerships with local businesses. Other initiatives include car watches, skills and adult education training, and creating specific sites to pick up casual labour.

Life After Prison - Offenders often experience great difficulties in being accepted back into the community, which may lead them back to crime. Programmes are being developed to address the training and preparation of former offenders and also to educate the community on reintegrating them.

Victim Support Centre - A centre, run on a volunteer basis, has been established. There are also programmes that offer victim assistance through Battered Women, Street Children, Life Line and Child Line.

Anti-Crime News - It is important to gain the support and understanding of the community. Therefore, it is essential to publicise the efforts that are taking place. The TIC is co-ordinating the collection of material from all sectors to be distributed to the various media.

Carolyn Whitzman, Toronto Task Force on  
Community Safety, Canada

People tend to get frustrated; the two things that make partnerships work are

The place where safety is sustained or eroded is within people's neighbourhoods and communities. A safer community is created in a neighbourhood where teenage boys have a place to 'hang out' while learning skills; women in abusive relationships have a safe place to support one another; and families in neighbourhoods can have a place to get to know one another. Toronto's success in its Safe City initiatives evolved out of a four phase process.

Phase 1: 1988-1991 - The Safe City Committee began with a report by city councillors about a group of neighbourhood women that had been terrorised by a serial rapist. Due to its origins, the Safe City Committee concentrated its focus on public violence against women. The first three years included initiatives such as: planning for a Safe City workshop, guideline development and developing bylaws for underground parking garages that set out minimum standards of lighting and maintenance.

Phase 2: 1991-1994 - The second stage report was developed by the Safe City Committee after surveying about 120 community groups and asking: "What are you doing to make the city safer and how can the city help?" The Committee extended its mandate to focus on all vulnerable groups. The most important recommendation of this report was a \$500 000 programme called Breaking the Cycle of Violence. Small amounts of money were used to support initiatives such as drop-in centres, workshops and self-defence classes. A

conference called Success Stories: Making Communities Safer was also held to bring together successful community safety initiatives in 1994. A video and training package on workplace assault and harassment was developed.

Phase 3: 1994-1997 - During this phase, a number of related initiatives were brought together in the Healthy City Office. This included the areas of drug abuse, community and race relations and senior citizens. The strategies developed under this Healthy City model included bringing together government and citizens to co-operate; looking at the root causes of crime; integrating related issues such as drug abuse, hate crime, and youth employment; and looking at economic, environmental, and equity issues as aspects of community safety.

Phase 4: 1997-2000 - As a result of the amalgamation of the City of Toronto with five suburban municipalities, the Task Force on Community Safety was developed. It includes members representing all sectors of the community such as city councillors, representatives from community organisations and neighbourhood groups, police, schools, agencies representing children, youth, women, people with disabilities and others. The current strategy has four stages, which will constantly be evaluated. During problem identification, the first stage, a survey was sent out to determine what issues around community safety are important to community members. Secondly, an inventory of existing and potential resources will be conducted. Thirdly, an analysis will be based on what was learned regarding problems and potential resources. Finally, the directions for action will be presented in a final report with recommendations.

Maria Rangiawha-Rautangatu, Safer Hamilton, New Zealand

Developing a relationship and establishing and maintaining a mutual understanding between the Maori and the Pakeha (white people) are essential in developing crime prevention programmes. Family violence is a significant issue that has driven Maori peoples to be disconnected from their 'Greatness' and their own values.

The Matua Whaangai programme provides Maori support services in Hamilton. An essential component in the success of this therapy is that it is run by Maori people for Maori people, which ensures that they are refocusing on their own cultural strengths to meet and overcome social challenges in appropriate ways through education, traditional cultural practices, traditional performances and a Marae-based justice system (airing problems in a traditional setting).

The Safer Hamilton - Zero Tolerance to Family Violence Charter links large government agencies with community organisations. The campaign has a reference group consisting of community groups such as the police, schools and clubs. Its strategic plan is based on a vision of a community in which family violence is not tolerated and positive and healthy lifestyles are encouraged.

There remain challenges to be overcome in furthering the work of Safer Cities - Hamilton which include upholding the Maori value system, generating resources for Maori concerns and getting the participation of Maori people in all policy processes. Only by realising the experience of a person, of a culture transcending time and space, can we as Maori begin to break the cycle of violence.

## SECTION 6: THE ROLE OF COMMUNITIES IN CRIME PREVENTION

It is communities which have proven to be the catalyst for much of the work on crime prevention. As those who are most directly affected by crime, it is logical that they should be involved. However, it has taken time for governments to realise the benefit of close collaboration with local groups and the development of community initiatives is therefore a fairly recent event.

Helen Reeves, Victim Support, United Kingdom

It has taken 25 years to develop the Victim Support programme. In the beginning it was hard to convince people that attention to victims and witnesses was a necessity and not a luxury. Now, however, there are 370 groups across the country comprising 1 600 trained volunteers and 900 paid staff.

Last year 1.2 million cases were referred to Victim Support by letters and of these, 25 per cent met with a member of Victim Support. The police are required to inform all victims of violent or property crimes about Victim Support. The programme provides a person to talk to, not necessarily a counsellor, but specially trained volunteers from the same local community as the victim. Victim Support also provides advice and information about the justice system, the release of perpetrators and resource information and assistance.

The service is part of the criminal justice process, but it is still a battle to show that it is essential. The reason for its growth was the result of research done in the 1980s that showed high levels of

dissatisfaction among victims with the police. Because it is the victims who are also witnesses, they are a fundamental part of the criminal justice system as they are required to give evidence. Therefore, if victims feel positive about their experience, they are more willing to participate in mediation programmes and get involved in other ways. Victim Support has proven itself as a model for ways in which those who are affected by crime can assist those who have been victims of crime.

Wilfried Scharf, Institute of Criminology, University of Cape Town, South Africa

The dilemma of developing countries is that both financial and human capital are limited and the state is often weak, particularly as far as crime prevention is concerned. In these circumstances, a scenario develops in which those who can afford to use private security; local power-holders (warlords, gang leaders, etc.) begin to take on some features of the state in 'guaranteeing' a particular vision or order; crime prevention is left to the local government and the police, both of whom are poorly resourced; and social movements take up crimefighting through anti-crime committees or forums, street committees, neighbourhood watches and vigilante movements. In a situation such as this, the need is clear for a powerful partnership on the right side of the law, comprising both state and civil society structures.

'Coloured Townships' Western Cape Programme - In Mitchell's Plain, there are roughly 270 police personnel and 2 300 people belonging to neighbourhood watches. This project aims to equip both groups to work together, not only for patrolling and crimefighting, but for crime prevention and community problem-solving. Fifty people were trained in issues ranging from laws relating to citizen's arrest, minimum force, bail proceedings, working relationship with police, to self-defence, domestic violence and child abuse, the role that neighbourhood watches should play, disaster management and mediation, negotiation, and conflict resolution skills, among others. The wide range of skills broaden the role that neighbourhood watches can play in the community and should help to target interventions and assistance to problem families by creating a referral network.

Claire Alderton, Centre for the Study of Violence and Reconciliation, South Africa

This presentation was based on a qualitative study of the counselling process for crime victims and the personal cost to health care professionals who work with trauma daily. The trauma centre is used

by 1 200 clients and the study consisted of 640 of these cases. Two areas were investigated, the event itself (type of crime, victim's reaction, what weapon used) and the trauma intervention (counselling, impact on victim and counsellor).

It was found that, in 550 cases, a firearm was used and most of the people seen at the clinic were women and children. Generally, families were supportive towards members who had been victimised, with the exception of sexual assault and rape cases. In contrast, the criminal justice system was seen as being unsupportive and abusive. Trauma affects both the victim and those who work with victims. By learning more about their experience, we can become more knowledgeable about where service and support need to be improved.

## SECTION 7: THE ROLE OF PARTNERSHIPS IN CRIME PREVENTION

The message most repeated at the conference was that without co-operation and collaboration there will be little success in crime prevention. The challenge of bringing together individuals, organisations, police and government is not to be underestimated, but practice has shown that crime prevention cannot be undertaken by one agency alone. It is through partnership that success in crime prevention will be realised.

### THE FUNDAMENTALS OF BUILDING PARTNERSHIPS

Clive Begg, Australian Community Safety and Research Organisation, Australia

It appears that the vast majority of citizens have a desire to engage in developing safer, sustainable communities. Governments have also made commitments to crime prevention, but are often hampered in their efforts by the way in which they are structured. For example, sharing common views across government departments on a range of social issues is virtually non-existent and interdepartmental committee structures to co-ordinate resources (both human and financial) for issues of common concern have failed. Combining the two into a partnership can be difficult, as well as difficult to manage, but by recognising, acknowledging and responding to the difficulties, these can be overcome.

A sensible approach to partnerships is to develop standardised management protocols across government departments, since there is often a 'tunnel vision approach' where the department must meet

certain departmental objectives that are subject to specific management strategies. Increasingly, there is a changing public perception that local government can deal with issues such as crime, health and education by creating community service departments. Additionally, crime prevention and community safety must be defined as the core business at all levels and across departments of government, while also educating the general public that crime prevention and community safety are the responsibility of all citizens.

A sustainable partnership needs to allow for the flow of information between government departments through a formalised process. Eventually an holistic set of strategies for crime prevention should be developed, of which the implementation will greatly assist in the long-term realisation of programmes with social justice outputs. Other issues that need to be acknowledged if meaningful and sustained community participation in crime prevention is to be achieved, are:

- Individuals within the crime prevention sector must realise their 'core business' is to provide support, information and knowledge to the community so that their voice can demand the community's transformation.
- The primary function of crime prevention needs to be community education. It is not only the media that has a role: the crime prevention sector has not been as active as it could be in ensuring that an effective degree of appropriate information is provided to the community.

David Syme, National Campaign Against Violence and Crime, Australia

What mobilises local communities to take action to prevent crime? The answer depends on local circumstances, but often involves a particular incident or a feeling of 'outrage' about the decline of a neighbourhood. It is important to know where the community has come from to know where they might go and, more importantly, what dictates their action and motivation.

What mobilises local communities to join crime prevention partnerships? Many communities are asked to join formal and informal crime prevention partnerships, as opposed to the past when like-minded community individuals banded together in vigilante groups. There is a clear recognition that, without the involvement of the community, the action that is taken, will often be hollow and irrelevant. It must be remembered, however, that levels of involvement will always vary.

There are key lessons that have been learned on how to involve the community and to keep them involved. The most important among these are partnership, realism (a realistic approach), and a strategic approach.

Successful crime prevention partnerships involving community representation emerge with a shared agenda or vision, clarity of the goals and understanding of aims, a correct analysis of crime problems, clear leadership and perseverance, and membership suited to the goals and objectives. The allocation of resources and spreading costs across organisations and sectors are also important, as is honesty about what is possible and a willingness to listen to new ideas, particularly from the community sector.

How can national bodies support local communities to prevent crime? In Australia, the federal government provides support through the Attorney-General's National Campaign Against Violence and Crime (NCAVAC). They provide support by:

- identifying what are the most effective strategies through research, auditing, monitoring and evaluation of existing initiatives - then widely publicising the findings;
- building the capacity of existing organisations;
- implementation, training and education strategies to promote, enhance and recognise the skills of those involved in violence and crime prevention (paid and unpaid); and
- encouraging more focused and co-ordinated crime prevention activities across government departments, through leadership, liaison, negotiation, and the provision of policy advice and expertise.

Harvey McMurray, Fulbright Scholar, Makerere University, Uganda

Understanding is the key in bringing about social change. As the fear of crime increases, a crisis can develop in which the community responds through vigilantism, isolation, lowered confidence in the criminal justice system, and a lack of confidence and trust in the police.

Community policing is important because it brings together grassroots participation, police involvement, skills development for both the police and the community, and can lead to empowerment, the identification and use of local resources, community-building and increased dialogue which creates greater understanding and enhanced trust.

## Conclusion: The Way Forward

PAUL TAYLOR, UN URBAN MANAGEMENT PROGRAMME

It was no coincidence that the Urban Safety - Safety for All conference was held in South Africa, a country now seen as an important leader in the developing world. The attendance of those from both the North and the South shows how much there is to learn from each other. Countries may have differences in economic levels, but there seems to be little difference in imagination and innovation. This meeting was not just to exchange ideas, but also served to set benchmarks and move the crime prevention agenda forward.

There can be no doubt about the key role that cities have in crime prevention, but for cities to be effective, it is no longer enough to go about their business in the same old way. They have to go out and actively engage with the public to identify priorities. It is no longer just 'participation' - it is 'partnership' that will make the crucial difference.

Listening and responding to the public are new ways of doing business. This process gets to the top of what safer cities is about - rebuilding civic capital - the shared values within which our cities could function and where security could exist. Only with all the actors working together on the basis of equal respect can shared values and shared communication be reinstated.

Where do we go from here? The United Nations is rethinking and reforming itself. One of its key comparative advantages is its ability to assist in shaping the international agenda, by encouraging people to think and by distilling concerns from comments. The UN can also help to bring about consensus and then spread the message in terms of new norms, standards and principles of behaviour. Through collaboration with others, from governments to communities, there is a way for us to move forward and make our cities, countries and world safer.

AZHAR CACHALIA, SECRETARY FOR SAFETY AND SECURITY, SOUTH AFRICA

When I spoke on the first day of this conference, I talked of the road to Johannesburg and made reference to the length of the journey. The direction of the road now seems much clearer. It is also clear that this conference represents no more than a significant milestone - that we are engaged in a process - and that we share a vision of our ultimate

destination.

The debates have been good but, surprisingly perhaps, there has been little disagreement about key issues. We are talking more and more of a common vision of a safe society with agreement on how this can be achieved.

In this respect, the debates that occurred, are no longer defined by whether we speak from a perspective of East or West, or North versus South. In South Africa, in particular, this has important implications for the emerging debate on how local government gets involved in crime prevention.

When we talk of crime and crime prevention, inequalities prevail, even in developed countries. Issues of scarce resources, of the need to address the root causes of crime, of the impact of poverty on crime, of the understanding of the need for inclusive partnerships, direct us from isolation to integration.

At Vancouver, concerns were about:

- developing tools for crime prevention;
- increasing national support for the implementation of crime prevention initiatives; and
- extending the debate to grapple with issues specific to developing countries.

Action brings hope

- and there is no better method of learning than learning by doing

hope to our shared vision.

We have demonstrated a clear understanding of the common themes and our commitment today must be to pursue the challenge of implementation rigorously, each of us critically aware of our differing environments, the realities of individual infrastructures and the variety of needs of local communities. Only then will we be able to add the essential ingredient of

We have heard the beginning of people sharing their projects. The value of this is inextricably tied to accountability aimed at making policies implementable, based on an understanding of local problems.

If this general agreement around common themes has formed the backdrop to the conference, a number of more detailed debates have given it its texture and value. Crime prevention and the provision of safety is a public good. This conference has put the issue of crime prevention on the local government agenda in South Africa and, to some extent, the process of innovation begins here.

A number of other points need to be noted:

- While the focus of this conference has been on the urban habitat, the link between the quality of life of citizens in rural and urban areas is inextricable.
- Poverty impacts at a basic and encompassing level - on human rights, equality and accessibility to justice for all - and threatens the very concept of democracy.
- Critical to this - as a stepping stone in development and a key to crime prevention - is the effective execution by local government of its core functions.
- If longer term safety and security are to be achieved, we must encourage, among others, the proper design of appropriate living environments where fundamental issues of safety are taken into account - this includes, once more, addressing inequalities and issues of poverty.
- Safer societies are essential for the development and strengthening of democracy, particularly at local level.

Key to the conference is the change from principle to practice. Action brings hope - and there is no better method of learning than learning by doing. This means:

- We need to ensure the development of a culture of innovation and experimentation to test 'promising practices' in the context of the developing world.
- These need to be sustainable. Critical in this regard is the need for wider scale investment to expand small projects and thereby spread an inclusive culture of crime prevention.
- We must be alert to simple solutions. We need to be taking small steps in the right direction, within our available capacity. Both problems and solutions are often universal and must be matched with a global vision that leads us to safer societies.
- In this regard, the conference has been crucial in drawing us closer to agreement on what is possible, and providing access to information. The focus on the collection and provision of information also reminds us to access those most closely affected by crime - giving resonance to the voices of those not often heard.

The need for a collaborative partnership approach is underpinned by a number of principles. The focus of crime prevention must be local, based on an understanding of the problems in any area and how they can be confronted. However, this does not mean an abdication of national or provincial governments' roles. These levels of government must provide:

- guidelines for crime prevention;

- space for innovation;
- adequate systems for evaluation;
- access to promising practices; and
- support for implementation.

This new security contract represents a shared responsibility for all levels of government and civil society. To this end, successful crime prevention partnerships will be dependent upon dialogue with local communities about what approach is required and will predicate real local action. It is only within this framework that the ability to implement policies will match both development aims and capacity.

Scarcity of resources highlights the need for a collaborative approach. The conference has underlined the value of combining community and professional skills. Further benefits of this approach include greater accountability and transparency that will limit corruption.

Central to discussions at the conference has been the need to break the cycles of crime and violence, with the fear of crime playing as important a role as crime itself. We cannot be driven by perceptions, but must confront and deal with the realities of the impact of the high levels of crime and violence in our cities, particularly on the victims of crime.

Victim empowerment has been a resonant theme of this conference, not only in terms of entrenching human rights, but also as a contribution to crime prevention. We understand that providing effective services to victims is a less costly approach than allowing the cycle to progress to a point of repeat victimisation – or even to where a victim becomes an offender.

The many common themes of the conference give us a sense of solidarity and shared purpose. But let us not forget the basics:

- Action must be based on an understanding of local environments. The way we access and use information is critical to successful implementation.
- The focus should be on simplicity and targeted intervention.
- Monitoring and evaluation should happen at all levels. It should be concerned with two questions: Does the initiative make a difference?; and Does it inform good practices for crime prevention beyond the target area?

We have learned much from what has happened here, but there is one important lesson that we have learned from what has not happened.

We need to involve and include the youth when we meet again to take

# Appendix A: Conference Agenda

## INTERNATIONAL CONFERENCE FOR CRIME PREVENTION PARTNERSHIPS TO BUILD COMMUNITY SAFETY

W EDNESDAY, 28 OCTOBER 1998

### Session 1: Inaugural Session

Chairperson: Nandi Mayathula, Mayor, Southern Metropolitan Local Council, and Daniel Biau, UN Habitat

Welcoming address and declaration of mayors - Isaac Mogase, Mayor of Greater Johannesburg Metropolitan Council, RSA

Opening address: Towards an integrated justice system for social crime prevention - Mathole Motshekga, Premier of Gauteng, RSA

Partnerships for Safer Cities - Klaus Toepfer, Director General UNCHS  
City safety in the context of conflict and insecurity in Africa - Joseph Tanny, Security Council of Côte d'Ivoire

The road to Johannesburg - The South African perspective - Azhar Cachalia, Secretary for Safety and Security, RSA

### Session 2: Opening Plenary

Chairperson: Charles Keenja, Chairman of the City Commission, Dar es Salaam, and Hortense Aka-Angui, Mayor of Port-Bouet, Côte d'Ivoire

The road to Johannesburg: The international perspective - Irvin Waller, International Centre for the Prevention of Crime

Experiences on creating urban safety in the developing world - Alioune Badiane, Urban Management Programme: Africa, UN Centre for Human Settlements

Experiences on crime prevention partnerships in the developed world - Michel Marcus, EU Forum for Urban Security

The community perspective on crime prevention - Robert Coates, National Crime Prevention Council, USA

The role of the Practitioners Network in crime prevention - Patti Pearcey, BC Coalition for Safer Communities, Canada

### Session 3A: Role and Capacity of Local Governments in Reducing Crime

Chairperson: Bernie Fanaroff, National Crime Prevention Strategy, RSA

Joseph Tanny, Security Council of Côte d'Ivoire: National government support to cities in developing crime prevention capacity

Carolyn Whitzman, Toronto Task Force on Community Safety, Canada: Safe Cities: guidelines for planning and management

Kelvin Barichievu, City Administrator (City Services), Pietermaritzburg-Msunduzi, RSA: Inter-sectoral anti-crime networks to co-ordinate crime prevention activities

Rory Robertshaw, Johannesburg Safer Cities, RSA: Crime information in the development of a safer cities strategy in Johannesburg  
**Session 3B: Information Gathering - Preparing Safety Appraisals for Cities**

Chairperson: Pat Mayhew, Home Office, UK

Antoinette Louw, Institute for Security Studies, RSA: Victim surveys to determine crime profiles in cities of the developing world

Patti Pearcey, BC Coalition for Safer Communities, Canada: Crime and social factor mapping

Anna Mtani, Dar es Salaam Safer Cities, Tanzania: Formulating initiatives and partnerships for safer cities in the developing world

Mduduzi Mashiyane, Idasa, RSA: From statistics to strategy in Pretoria

### Briefing 1: Integrated Criminal Justice System

Chairperson: Bernie Fanaroff, National Crime Prevention Strategy, RSA

Discussion Panel: Willie Scholtz, BAC; Hassin Ebrahim, Department of Justice; Johanna Prozeski, Department of Welfare; Willie Meyer, South African Police Services; Hardy Fourie, Department of Correctional Services

### Briefing 2: Programme Johannesburg

Chairperson: George Fivaz, National Commissioner South African Police Service

Discussion Panel: Sakkie Pretorius, South African Police Service (SAPS); Daniel Vermaak, SAPS; Helgaard Muller, SAPS; Louis van Huyssteen, SAPS; Barbara Holtmann, BAC Gauteng

## THURSDAY, 29 OCTOBER 1998

Chairpersons: Nkele Ntingane, GJMC Public Safety, RSA, and Mamadou Diop, Mayor of Dakar, Senegal

Opening address: Dullah Omar, Minister of Justice, RSA

### Session 4A: Community Initiatives to Empower Vulnerable Groups

Chairperson: Aubrey Lekwane, NEDLAC, RSA

Helen Reeves, Victim Support UK: Institutionalising victim support

Glenda Cooney, Crime Prevention Saskatchewan, Canada: Children's rights and empowerment against crime - case studies at local level

Claire Alderton, Centre for the Study of Violence and Reconciliation, RSA: Through the doors of a trauma clinic: a view of crime

David Syme, National Campaign Against Violence and Crime, Australia: Breaking the cycle of violence against vulnerable groups - a strategic approach

### Session 4B: Building Safer Urban Environments to Reduce Crime

Chairperson: Paul Taylor, UN Urban Management Programme

Tinus Kruger, CSIR, RSA: Designing safer environments - lessons from South Africa

Tunde Agbola, University of Nigeria, Nigeria: Urban violence and urban

design in metropolitan Lagos: an analysis of crime coping mechanisms  
 Ahti Laitenen, University of Turku, Finland: Crime prevention through  
 environmental design in the developed world  
 Gomolemo Moshoeu, University of Fort Hare, RSA: Fear of crime: an  
 obstacle to building safer urban environments

### Session 5A: Role and Capacity of Local Police Agencies to Reduce Crime

Chairperson: Sharma Maharaj, South African Police Service, RSA

Piet Biesheuvel, Policing Advisor, UK Department for International  
 Development Programme in RSA: Case study: Beating crime at the  
 community level

Lans Megregor Stuart, Durban City Police, RSA: Metropolitan policing  
 - is this the key to successful local crime prevention in the developing  
 world?

Janine Rauch, Centre for the Study of Violence and Reconciliation, RSA:  
 Police and crime prevention in two South African cities

Peter Woods, Northumbria Police, UK: Crime reduction through the co-  
 operation between local authorities and the police

### Session 5B: Rethinking Justice to Prevent Crime at Local Level

Chairperson: Ximena De La Barra Mac Donald, UNICEF Representative, El Salvador

Harvey McMurray, Fulbright Scholar, Sociology Department, Makerere  
 University, Uganda: Rethinking justice to prevent crime at local level

Gavin McFadyen, Police National Headquarters, New Zealand: Diversion  
 and reintegrative shaming in New Zealand

Pathe Diagne, Researcher, Dakar, Senegal: Alternative mediation in human  
 settlements

Wilfried Scharf, Institute of Criminology, University of Cape Town,  
 RSA: Designing a restorative community justice model for a developing  
 country

### Session 6A: Firearms and Local Crime Prevention

Chairperson: Virginia Gamba, ISS

Wendy Cukier, Coalition for Gun Control, Canada: Words into action:  
 Mobilising communities to tackle the problem of firearms

Joseph Dube and Claire Taylor, Gun Free South Africa, RSA: Live  
 free, go gun free: Gun free zones as a unique community initiative to reduce  
 violent crime

Piko Mbambo, Secretariat for Safety and Security, RSA: The role of the  
 National Crime Prevention Strategy in firearms and local crime prevention  
 initiatives

Martinho Chachiua, Instituto Superior de Relacoes Internacionais,  
 Mozambique: Weapons collection programmes - the Mozambican experience

### Session 6B: Breaking the Cycle of Violence

Chairperson: Graeme Simpson, CSV

Merle Friedman, Business Against Crime, RSA: Defining the effects of  
 the cycles of violence

Lauren Segal, Centre for the Study of Violence and Reconciliation: the cycle of youth violence and crime in South Africa  
 Maria Rangiawha-Rautangata, Safer Hamilton, New Zealand: Zero tolerance to family violence  
 Barry Weisberg, Civic Consultants, USA: Breaking the culture of violence, and building a culture of urban peace

### Session 6C: Mobilising for Partnerships

Chairperson: Mike Mohohlo, BAC

Anthony Minnaar, Technikon South Africa: Partnership policing - Is there any role for the private security industry to play in assisting the South African Police Service in crime prevention?  
 Norman Jantjies and Rosemary Shapiro, NICRO, RSA: Mobilising local communities for crime prevention  
 Fatima Alvarez-Castillo, University of the Philippines-Manila: The benefits of participatory action research on urban crime  
 Clive Begg, Australian Community Safety and Research Organisation, Australia: The politics of crime prevention and partnerships - the "Real World"

### Session 6D: Changing Roles and Relationships for Crime Prevention

Chairperson: Hillow Maeko, GJMC

Irene Cowley, NICRO, RSA: Local government partnership with the community - the Pietermaritzburg experience  
 Matthew J Smith, Community Agency for Social Enquiry, RSA: Evaluations of the Western Cape's community police projects  
 Michelle India Baird, Bureau of Justice Assistance, RSA: Pre-trial services: making the justice system more effective and more humane  
 John Blackmore, Community Safety and Empowerment, UK: The capacity of local governments to engage in local crime prevention

FRIDAY 30 OCTOBER, 1998

### Session 7: Panel discussion - The Role of National Government in Setting Guidelines for Local Crime Prevention

Chairperson: Mark Shaw, Secretariat for Safety and Security, RSA

Conceptualising of crime prevention from a national perspective - Rapu Molekane, Portfolio Committee on Safety and Security, RSA

Policy advice, co-ordination, and administering crime prevention programmes from national level - Bronwyn Somerville, Crime Prevention Unit, Department of the Prime Minister and Cabinet, New Zealand

The South African view of the role of national government in setting guidelines - Bernie Fanaroff, National Crime Prevention Strategy, RSA

The international perspective of the role of governments, the ICPC, and

## Appendix B: Address by the South African Minister of Justice, Dr Dullah Omar

### THE ROLE OF THE DEPARTMENT OF JUSTICE IN CRIME PREVENTION PARTNERSHIPS

#### INTRODUCTION

There are two fundamental prerequisites to successful crime prevention: firstly, the involvement of the community and secondly, a multi-agency approach. Partnerships with the community in crime prevention programmes are crucial to their successful implementation, and strategies which cut across state and other departments often have the best chance of success.

These two principles are deeply-rooted in the National Crime Prevention Strategy (NCPS). It refers to the fact that "... crime cannot be prevented or reduced without the active involvement of citizens, community groups and civil society organisations. State departments are largely helpless without the support of citizens ... Effective crime prevention requires that communities are actively concerned and involved in all aspects of crime prevention."

The NCPS also notes that the core departments in the criminal justice system were historically not bound by a common policy framework in respect of crime prevention. This approach to planning led to the generation of fragmented solutions, and reinforced the perception that the criminal justice system is weak and ineffective. Although the core departments of the criminal justice cluster are committed to joint planning, the tradition of working in isolation is hard to break. However, considerable progress has been made and the departments of Safety and Security, Justice and Correctional Services are presently engaged in joint budgetary planning, which will effectively tie the three departments to an integrated approach to the management and provision of safety and security and criminal justice.

#### PARTNERSHIPS WITH THE COMMUNITY

Victims are often referred to as the gatekeepers of the criminal justice system, since the system relies on the co-operation of members of the community to report crime, identify perpetrators and provide witnesses. For this co-operation to take place, society must have a firm belief in the effective functioning of the system. However, victims in South Africa have been marginalised in the past in the

criminal justice system and their needs have not been met. The Department of Justice sees the provision of effective and appropriate redress for victims as one of its core values. It is actively involved in developing a victim empowerment approach which includes a successful witness protection programme and improvement in the management of witnesses, such as giving feedback on case progress and providing comfort facilities at courts.

Extensive consultation with a wide range of roleplayers has taken place in order to establish a victim-centric approach within the criminal justice system. Victim empowerment forums have been established in each of the nine provinces and the Department of Justice is actively involved in these forums. Their aim is to develop policy and to improve the delivery of services to victims of crime. The work has focused on support for women and child victims.

The Department of Justice considers it crucial to involve members of the public in the justice system. This participation is important in ensuring that the administration of justice remains in touch with real community experiences of factors which lead to disputes. However, for participation to become a reality, ordinary citizens need to believe in the relevance, legitimacy and effectiveness of the justice system.

The Department also believes that it is important for ordinary citizens to have access to justice, which implies more than just access to lawyers and to courts. People must have access to mechanisms and procedures which help to solve disputes so that they do not need to take the law into their own hands. Access to justice is therefore linked to the quest to eliminate violence. The more processes or mechanisms to resolve problems are created, the more areas where problems develop into disputes can be narrowed down.

To make justice accessible to the majority of people, an affordable and 'user-friendly' legal process has to ensure that all, even the poorest, have access to justice. This requires that people should be able to use the law or the courts without the involvement of lawyers for less complicated matters.

Various informal judicial structures have emerged over the years:

- Customary courts apply indigenous law and operate mainly in rural areas, headed by chiefs and headmen.
- Religious courts apply religious laws to its members and concentrate primarily on personal and family law, attending to marriage, divorce and custody matters.
- Peoples courts (not 'kangaroo courts') mainly apply the social norms, values and ethics prevalent in the community.

- Community courts generally operate in townships where they are primarily administered by civic and other community-based organisations.

Community courts should be distinguished from the kangaroo courts which existed within a political context in the 1980s, when 'mob justice' was meted out by people who did not represent structures which would ordinarily deal with justice issues in those communities. These only served to create an unsavoury reputation for popular justice.

The Department of Justice is committed to ensure that communities participate in, and have access to justice. This will be achieved by communities and the legal profession becoming conscious of their responsibilities and transforming themselves, and the development of structures in the communities, like community courts, that will mainly use mediation to resolve problems.

#### INTERDEPARTMENTAL CO-OPERATION

One of the responsibilities of the Department of Justice in the implementation of the NCPS is the co-ordination and integration of its activities with those of all roleplayers who are involved in crime prevention. Specific initiatives in which the Department of Justice is involved, are discussed below.

#### Bail

During the past few years, a number of serious crimes have been committed by accused persons while out on bail. The Department of Justice has been concerned about the matter of bail and the system by which bail is granted. An NCPS investigation into the granting of bail was conducted. The proposals flowing from the investigation are being implemented by the Department of Justice and the South African Police Service (SAPS). The most important are the provision of intensive training for detectives and prosecutors on all aspects relating to bail; the establishment of an integrated information system for the bail system; the creation of special bail courts where possible; and the better management of investigations and court cases.

Furthermore, legislation with regard to bail was amended in 1996 and 1997 in order to make it more difficult for an accused, charged with a serious offence, to be granted bail. The main features of these amendments were as follows:

- making it an offence when an accused person who was released on bail does not attend court;
- making it generally more difficult for an accused person to be granted bail in serious cases;

- providing the possibility of a court refusing bail where the release will disturb public peace or undermine public peace and security;
- ensuring that, in serious cases, accused persons have to convince the court that it will be in the interest of justice to release them on bail;
- placing a duty on the accused or legal adviser to disclose previous convictions and pending charges; and
- making provision for the cancellation of bail on various new grounds.

## Pre-trial Services

With the help of the US Bureau of Justice Assistance, the Minister of Justice instituted a pilot project on pre-trial services. This project addresses the dire need to provide the courts with more information on an accused than is presently available when considering bail. This will enable courts to make more informed decisions regarding the granting of bail. The project is also designed to make the justice system more accountable and to provide for community participation.

Pre-trial services function in the following manner:

- All accused persons are interviewed and photographed at pre-trial offices, where bail and supervision officers obtain an accused person's demographic information, the names of references and details of any assets owned by the accused.
- Pre-trial officers check the information given by the accused, making phone calls, talking with family members, and visiting homes and places of employment. Once verified, the information is given to the court.
- The information is stored in a custom-built computer database. The database will be linked to the SAPS Criminal Records Centre in order to provide information about previous convictions before a bail decision is made. This is the first link in a national justice information system, paving the way for efficient criminal justice administration and moving justice into the 21st century.
- Pre-trial services do not take away the discretion of the magistrate in making bail decisions, but simply provide the court with detailed information.
- Upon release of the accused, pre-trial services will endeavour to ensure that accused persons stand trial.
- Communities or witnesses can help the court to make a better bail decision by giving information to the courts.

Pre-trial services pilot projects have been instituted in Mitchells

Plain, Johannesburg and Durban, and an initial evaluation has indicated that considerable success has been achieved. Repeat offenders who have committed a second or third crime while out on bail have been identified and the pilot projects have had an impact on the overcrowding in prisons. At Pollsmoor Prison, the awaiting trial population who had been released on bail but who could not afford to pay, has declined from 75 per cent to thirty per cent in less than a year.

Pre-trial services encourage magistrates, when considering petty offences, to set conditions to bail rather than monetary amounts. This has meant that dangerous persons are less likely to be released on bail and petty offenders are released on warning or on affordable bail.

Pre-trial services have been expanded to include the management of witnesses, as the case tracking system included in the pilot projects provides for reminders to be sent to witnesses regarding court dates. Waiting facilities at courts have been provided and community volunteers offer assistance to witnesses on court procedures. Telephone facilities, refreshments and television sets are provided in waiting rooms.

### Witness Protection

A witness protection programme was identified in the NCPS as a key initiative which could contribute to the reduction of crime. A draft Bill on Witness Protection was promoted during 1998. In terms of the Bill, the role of the Attorney-General changes significantly: in future, all decisions regarding the protection of witnesses will be taken by the Directorate: Witness Protection. The public, through participation in panels to assist the Director, could play an active role in the decision whether a person should be protected.

The programme has proved to be very successful. During the past two and half years, the number of persons under protection has increased from forty to 700. It was reported from the Western Cape that, as a result of the programme, convictions are now obtained in cases involving gangsters. Similarly, the North West Province has reported success in cases involving violence in the mines as a result of this programme. Prosecution in a number of well-publicised cases would not have been possible without the witness protection programme.

### Awaiting Trial Prisoners

The Department of Justice serves on a task team established by the NCPS to formulate a management plan with guidelines and procedures for reducing the unsentenced prison population. The report produced

by the task team identified problems with overcrowded prisons, the completion of trials, the administration of bail laws, fragmented monitoring instruments, the unavailability of interdepartmental structures to manage awaiting trial prisoners and the detention of suspects for less serious offences.

The task team proposed the following solutions:

- the avoidance of delays in the completion of trials by implementing legislation to simplify criminal procedures;
- prisoners awaiting trial to be advised to apply for reduction of bail amounts or for release on their own cognisance;
- a review of the money-based bail system;
- the three departments to streamline their monitoring mechanisms in order to co-ordinate information on awaiting trial prisoners; and
- establishment of interdepartmental structures at the most effective levels to monitor awaiting trial prisoners.

## Children

Cabinet decided on 7 December 1994 to establish a core group of ministers chaired by the Minister of Health, which will be responsible for the ratification of the Convention on the Rights of the Child (CRC) and the development and implementation of a National Plan of Action for Children of South Africa, in order to give effect to the goals of the 1990 World Summit of Children, as well as the provisions of the CRC.

This core group consists of the ministers of Health, Welfare, Education, Water Affairs and Forestry, Justice and Finance. It is assisted by a steering committee, consisting of the corresponding Directors-General, and is responsible for the drafting, co-ordination, implementation and monitoring of the action plan.

The justice sector was mandated to investigate the question of children, more specifically, children in the criminal and civil justice system. The Justice Sectoral Work Group formulated its terms of reference in 1995, and established the following goals:

- ensuring that the best interests of the child are protected within the criminal and civil justice system;
- ensuring that the child is not subjected to neglect or abuse;
- ensuring in criminal matters that the child has the right to be treated in a manner that takes account of his or her age;
- establishing a separate juvenile justice system;

- addressing the problems related to children involved in all forms of abuse;
- protecting children from using and trafficking in narcotic drugs;
- addressing problems related to children of divorcing, divorced, separated or single parents;
- promoting justice that is sensitive towards children;
- promoting the CRC within the broader framework of a human rights culture; and
- raising awareness of the CRC among the public.

The South African Law Commission is studying the establishment of a separate juvenile criminal justice system with principles of restorative justice at its core. An issue paper was published and made available for comment to all interested parties. It is expected that a discussion paper, based on workshops and consultations, will be published in the near future.

The Department of Justice has also embarked on projects to create a child-friendly atmosphere in courts. It is envisaged that facilities such as separate waiting rooms and specialised services for children will be extended to all courts countrywide. The Department has installed approximately 186 closed circuit televisions in both urban and rural courts for the purpose of creating a conducive environment for child witnesses. One-way glass has also been installed in a number of courts where children testify. A child has the right to testify in his or her own language and court interpreters and sign language interpreters are therefore employed for this purpose.

## W o m e n

At the United Nations Fourth World Conference on Women held in Beijing in 1996, it was stated that the "... Department [of Justice] plans to take integrated measures to prevent and eliminate violence against women and to facilitate the prosecution of perpetrators of violence." To this effect, the Department is involved in various activities to combat violence against women.

On 25 November 1996 - the International Day of No Violence Against Women - the Minister and the Deputy Minister launched a public campaign on the prevention of violence against women. The campaign is based on raising public awareness and strategic planning within the Department, in co-operation with other roleplayers

An Intersectoral Task Team, consisting of members of the departments of Justice, Safety and Security, Health, Welfare and Correctional

## Appendix C: Final Declaration and Plan of Action, International Forum of Mayors for Safer Cities

27 October 1998, Johannesburg

The Mayors, elected officials and other city representatives participating in the International Forum of Mayors for Safer Cities in Johannesburg on 26 and 27 October 1998 came to the following conclusions:

- Delinquency, violence and insecurity increasingly threaten the harmonious and sustainable development of cities, both in the North and in the South.
- Crime jeopardises efforts aimed at and investments in the economic and social development of cities.
- Drug use and trafficking contribute to the deterioration of the urban environment and are major public health problems related to the propagation of HIV/AIDS.
- Of the many causes of crime, poverty (both absolute and relative) remains one of the central challenges in any crime reduction strategy, particularly in the cities of the South.
- Safety and security are fundamental elements and basic rights of citizens that contribute to the quality of life and the civic vitality in urban centres.
- The response to crime and insecurity should be global, involving all stakeholders at local, national and international levels and should address the root causes of crime.
- The mobilisation of all actors under the leadership of local authorities will pave the way to effective and affordable crime prevention and reduction strategies.

Considering the principles mentioned above, the participants stressed the importance of developing a strong solidarity between institutions, civil society, the private sector and citizens in addressing crime and insecurity in cities. Without such solidarity, the efforts to curb delinquency and violence will not bear fruit and social exclusion may be reinforced.

Based on this perspective, participants agreed that all stakeholders, including local and national governments should make a strong commitment to respond to crime in a rigorous, coherent and effective manner. In particular, the importance of the following is underlined:

- responding adequately to the demands of the poor for safety - the impact of crime on the poor being dramatically more important

than for other social groups;

- analysing and taking into account the nature and impact of crime on women, including domestic violence and violence in the streets;
- understanding and addressing the specific victimisation of children, as well as developing approaches which address the needs of children at risk;
- developing strategies and initiatives targeting youth at risk and focusing on rehabilitation, reintegration and prevention instead of punishment and incarceration; and
- clearly affirming the responsibility and financial commitment of each actor, including local authorities, in the concerted effort to create urban safety and prevent crime.

The action of cities will have limited results and impact if these criteria are not met. Taking the above into consideration, the Mayors and city officials participating in the International Forum of Mayors for Safer Cities agreed to actively promote and contribute to the implementation of the following action plan in order to foster urban safety and reduce delinquency, violence and insecurity in future.

The full implementation of this plan will require the support and commitment of all stakeholders, including international organisations, government agencies, community organisations and the private sector. This plan of action calls for a concerted effort in the spirit of solidarity, in order to make cities safer in a sustainable manner.

The Safer Cities approach needs to be more widely supported and implemented in the different countries across the world and more specifically in Africa. The approach focuses on problem-solving partnerships at local level aimed at mobilising key actors through the leadership of municipal authorities. It reinforces the capacity of cities to manage urban safety issues and to develop integrated strategies to prevent crime and insecurity.

To achieve this goal, participants in the Forum declared the following plan of action:

- Local authorities are to adopt urban safety as a cross-cutting priority in the strategic planning and development of their cities and involve all local government departments in this process.
- Local authorities are to initiate and support a comprehensive crime prevention process, involving all key institutional, community and private sector partners, in order to develop and implement a strategy addressing the needs of each city to prevent

and reduce crime in a sustainable way.

- Local authorities are to fully integrate the concept of Safer Cities into their municipal or metropolitan police services.
- Local authorities are to promote the creation of national Forums of Cities for Urban Safety and/or to actively participate in their activities, focusing on the sharing of experience, the exchange of expertise and the training of local co-ordinators and city officials.
- National governments are to integrate the Safer Cities approach in their crime prevention and reduction policies and strategies and provide support for the development of Safer Cities projects and networks in their countries.
- The private sector is to become more involved in the conceptualisation and implementation of Safer Cities strategies by contributing their expertise, resources and commitment as corporate citizens preoccupied with the quality of urban safety.
- Specialised institutions and other interested stakeholders are to develop specific tools to support local authorities in the development and implementation of Safer Cities projects, such as victim surveys, safety audits, monitoring and evaluation measurements.
- Specialised institutions and other interested stakeholders are to develop training programmes on the Safer Cities concept and methodology for urban safety co-ordinators, local elected officials, urban managers and police executives.
- All stakeholders are to promote and facilitate the exchange of expertise and access to best and promising practices in the field of urban safety and crime prevention.
- International organisations and development agencies are to provide support for Safer Cities projects and networks by facilitating technical assistance and the exchange of expertise.
- The United Nations Urban Management Programme, in collaboration with the International Centre for the Prevention of Crime and the European Forum for Urban Safety, accept responsibility to monitor the progress in the implementation of the recommendations of this Forum, and agree to present a report to the next meeting of the International Forum for Urban Poverty that will take place in Côte d'Ivoire at the end of 1999.
- The conclusions of the International Forum of Mayors for Safer Cities held in Johannesburg will be officially transmitted to associations of cities, national governments and appropriate international agencies to enable them to follow up on this Declaration.

## Appendix D: Report of ICPAN Practitioners Workshop

The International Crime Prevention Action Network (ICPAN) workshop of practitioners facilitated interaction and participation based on an agenda for discussion determined by approximately 55 delegates. Nine topics were chosen by the participants who discussed the key challenges in small groups and offered suggestions to promote effective crime prevention strategies and approaches. This short report provides notes on the discussions of each of the nine focus areas. It is hoped that these will provide a basis for further discussions and elaboration by stakeholders.

### 1) EARLY INTERVENTION

#### Key Challenges

- Example by parents
- Discipline at home - yes or no
- Involvement of private agencies in reparation
- Practice what you preach

#### What Works

- Education
- Training
- Problem identification
- Community involvement
- Setting rules and abiding by them

### 2) EDUCATION IN CRIME PREVENTION: THE PRACTITIONER

#### Key Challenges

- Backgrounds
- Discipline
- Remuneration
- Resources
- Manpower

#### What Works

- Education
- Training
- Role-modeling and being an example

- Dedication
- Improvement of image

#### How Can We Promote What Works?

- Setting of pre-employment requirements

### 3) LOCAL AUTHORITY INVOLVEMENT IN THE EFFECTIVE TARGETING OF YOUTH AND FAMILY DEVELOPMENT

#### Key Challenges

- Facilitate movement away from traditional methods and roles of crime
- Paradigm shift in the use of resources which the local authority can creatively co-ordinate

#### What Works

- Build self-esteem of youth through social means and contacts which affirm and encourage youth
- Redirect children's attention and energies away from negative conduct to constructive activities that they might find interesting, stimulating and appropriate

#### How Can We Promote What Works?

- Co-operate in an integrated and co-ordinated manner with all roleplayers
- Local authorities should take the lead

### 4) ROLE OF LOCAL GOVERNMENT IN CRIME PREVENTION

#### Key Challenges

- Local governments to realise that crime prevention is a multidisciplinary issue
- Formation of strategic partnerships
- Lateral approach to redirect local government services where needed
- Maximum use of resources - multiskilling staff

#### What Works

- Community ownership of and involvement in crime prevention activities
- Effective youth diversion programmes
- Interprovincial exchanges

- Empowerment of staff to become safety officers voluntarily and then as part of their jobs

### How Can We Promote What Works?

- Facilitate community involvement on a broader scale
  - Occupy youth between 14:30 and 17:30 (window period)
  - Promote interdepartmental integration of programmes on crime prevention
- 5) HOW TO GET COMMUNITIES AND INDIVIDUALS INVOLVED TO TAKE RESPONSIBILITY FOR CRIME AND CRIME PREVENTION

### Key Challenges

- Get community and individuals involved with police forums and the reporting of crimes
- Involving churches, schools, etc.
- Primary crime prevention
- Crime reports must be followed up
- Use of resources: people (wanting to be involved) and funds

### What Works

- Secure neighbourhoods
- Education programmes to involve people in community police forums (CPFs)

### How Can We Promote What Works?

- Dissemination of information

### 6) BEST PRACTICE: STREET CHILDREN, HOMELESS PEOPLE, GANGSTERISM

### Key Challenges

- Street children and homeless people: redefining shelters; dealing with current position; regulating children on streets; protecting them and the community; schooling and education; social workers to rebuild the family; and addressing drug and substance abuse
- Gangs: unemployment; prison stigma; motivation; protection mechanisms; police inadequacy; and corruption

### What Works

- Street children and homeless people: street workers to network

- with law enforcement agencies; university involvement with street children; computer games; lobbying manufacturers of glue to use non-addictive chemicals; and sponsoring street children
- Gangs: removing violence motive; loans to initiatives from private sector; skills development; and mentorships programmes for youth at risk

### How Can We Promote What Works?

- Integrated approach and fine-tuning existing programmes and skills for sustainability
- Engaging resources from business

### 7) VIOLENT BEHAVIOUR AGAINST WOMEN AND CHILDREN

#### Key Challenges

- Difficult to talk about causes and identify them
- Difficult to talk about domestic violence and sexual assault - seen as normal
- Lack of information about where to get help; how can neighbours help?
- Reach out to violent people: violence normal in society, now changing attitudes
- Westernisation and urbanisation destroy cultural norms

#### What Works

- Culture-specific information
- More accessible information
- Practical door-knocking with information
- Ability of people to change
- Understand cultural basis for behaviour - use cultural keys (e.g. listening to elders)
- Link to human rights
- Checking on families where there have been complaints (stigma)
- Education of police to treat complaint seriously; sensitivity towards women; network with social services
- Professionalise police; treat fear seriously

### How Can We Promote What Works?

- Community policing where experts and police work together, each learning from the other
- Community forums to supervise and guide police evaluate their task (should be helpers, not violent or disrespectful; generation needs to unlearn ways)

- Providing alternatives to families
- Telling stories about abuse and survival; not just a focus on urban areas; getting messages about rights and resources to rural areas (not radio or newspaper); pay people to tell stories

## 8) ROLE OF THE MASS MEDIA: PREVENTION OR PROMOTION

### Key Challenges

- Access information on crime prevention
- Strategies for media coverage
- Media to bridge the gap between generations

### What Works

- Fundraising activities
- Lobbying
- Good parental education
- Interaction between towns and cities
- Objective secretariat responsible for reporting on crime

### How Can We Promote What Works?

- Equal coverage of crime in all neighbourhoods, townships and towns
- Objective coverage and reporting
- Awards - as a motivating factor
- The media should 'grow up' - tell a balanced story
- Press should be partners on forums

## 9) VEHICLE AND ASSOCIATED THEFT

### Key Challenges

- Resources
- Effective investigation of 'chop shops' and scrapyards
- Controls
- Technology
- Commitment of staff

### What Works

- Community involvement in the problem and effects
- Staff of related businesses being involved

## Appendix E: List of Participants

Mr	Moussa	Abdallah	Municipal Council of Nouakchott, Mauritania
Mr	Baba	Abdoul Seck	African Urban Development Centre, Senegal
Mr	Saba	Ablam	City of Togo, Togo
Col	N S	Ackermann	SANDF, South Africa
Mr	P	Adams	Oostenberg Municipality, South Africa
Mr	T	Adler	Johannesburg Housing Company, South Africa
Dr	Tunde	Agbola	University of Ibadan, Nigeria
Mr	A J W	Agenbag	Douglas Transitional Local Council, South Africa
Ms	Hortense	Aka-Angui	Municipality of Port Bouet, Côte d'Ivoire
Mr	Alexis	Akpa	Municipality of Abobo, Côte d'Ivoire
Lt Col		Ahmad	Al-Awadhi Abu Dhabi Police, United Arab Emirates
Mr	Francois	A	Albert Mayor of Treidville, Côte d'Ivoire
Mr	F L	Alberts	UN Office for Drug Control and Crime Prevention, South Africa
Ms	Claire	Alderton	CSVR Trauma Clinic, South Africa
Ms	Coleen	Alexander	UMAC, South Africa
Mr	G W J	Alger	Surrey Police Headquarters, United Kingdom
Maj	A K	Al Marzouqi	Criminal Investigation, Abu Dhabi, United Arab Emirates
Prof	Fatima	Alvarez-Castillo	Philippine Health & Social Science Association, Philippines
Ms	M H	Ambler-Moore	South Central Local Council, South Africa
Ms	Maiga D	Aminata	City of Niamey, Niger
Mr	Pierre	Amondji	City of Adjame - Abidjan, Côte d'Ivoire
Mr	Koojo C	Amooti	Ministry of Lands, Water & Environment, Uganda
Ms	Doris	Andori	Ministry of Public Works and Transport, Albania
Mr	Nuno	Anselmo	Portugal
Ald	Francis T	Aphiri	Municipality of Masvingo, Zimbabwe
Ms	C A	Arpin	SAAF, South Africa
Mr	Juma	Assiago	Youth for Habitat International Network, Kenya
Mr	Alphonse	Atanga	Yaounde 6 Urban Council, Cameroon
Chr	Engelbert		Atshipara Oshakati Town Council, Namibia
Ms	M G	Aucamp	Centurion Transitional Local Council, South Africa
Mr	Alioune	Badiane	Urban Management Programme, Côte d'Ivoire
Mr	Moussa	Badoulaye Traore	District of Bamako, Mali
Mr	A C	Ballakistan	Keimoes City Council, South Africa
Mr	Gilbert	Ballunga	Cameroon
Mr	Ben	Baloi	Johannesburg Central CPF, South Africa
Mr	K C	Barichiev	Pietermaritzburg TLC, South Africa
Mr	J	Barnard	Cullinan Community Police Forum, South Africa
Mr	Effa	Barthelemy	Yaounde 6 Urban Council, Cameroon
Dr	J	Basson	Mikomtek, CSIR, South Africa
Mr	W B	Basson	Safety and Security, South Africa
Dr	J	Beall	London School of Economics and Political Science, United Kingdom
Mr	D	Beea	Intelligence Academy, South Africa
Mr	Clive	Begg	ACRO, Australia
Ms	Fiona	Begg	ACRO, Australia
Mr	F	Bender	South Africa
Mr	J	Benson	Blaauwberg Municipality, South Africa
Ms	J M S P	Berning	Technikon South Africa, South Africa
Ms	Arlane	Bernstein	Life Line Southern Transvaal, South Africa
Mr	Golden M		Bhudu SA Prisoners Organisation for Human Rights,

South Africa			
Mr	Daniel	Biau	UNCHS Technical Co-operation Division, Kenya
Mr	Piet	Biesheuvel	Policing Adviser Eastern Cape, DFID, South Africa
Dr	John	Blackmore	Brent Council, United Kingdom
Mr	A	Blaww	South African Police Service, South Africa
Mr	C J C	Bleesker	Durban Metropolitan Council, South Africa
Ms	Lena	Boberg	Swedish Missionary Council, South Africa
Mr	L	Bobo	King William's Town TLC, South Africa
Mr	K I D	Boikanyo	Klerksdorp TLC, South Africa
Mr	Gilbert	Bonnemaison	Forum européen pour la sécurité urbaine, France
Mr	R G	Bosman	South Peninsula Municipalities, South Africa
Mr	Rudi	Bosman	Greater Johannesburg Metropolitan Council, South Africa
Supt	J J	Botha	South African Police Service, South Africa
Ms	L	Botha	Department of Welfare, South Africa
Mr	M	Botha	Greater Potgietersrus TLC, South Africa
Mr	A	Botha	City Council of Mafikeng, South Africa
Mr	P-Y	Bourduas	International Centre for the Prevention of Crime, Canada
Mr	J G	Bouwer	Andersen Consulting, South Africa
Mr	S W	Brettell	Durban Corporation, South Africa
Mr	A	Brits	Intelligence Academy, South Africa
Mr	Hablon H	Brou	Municipality of Abidjan, Côte d'Ivoire
Mr	R H	Brown	Safer Cities Greater Johannesburg, South Africa
Ald	J J	Brynard	Oostenberg Municipality, South Africa
Supt	J A P	Burger	South African Police Service, South Africa
Mr	Pierre	Burger	Mikomtek, CSIR, South Africa
Mr	Theo	Burgers	Support Services Monitoring and Evaluation, South Africa
Africa			
Mr	D H L	Butcher	Norwood Community Police Forum, South Africa
Mr	Azhar	Cachalia	Secretariat for Safety and Security, South Africa
Ms	Nazira V	Cachalia	Business Against Crime - Gauteng, South Africa
Mr	Artur	Canana	Maputo, City Council, Mozambique
Mr	L J	Cass	Cut Crime, South Africa
Mr	Martinho	Chachiuva	Center for Strategic and International Studies, Mozambique
Mozambique			
Mr	David	Chang	Taipei Liaison Office, South Africa
Mr	R T	Chinengundu	Harare City Council, Zimbabwe
Adv	Filomena	Chitsonzo	TCV/AMMCJ, Mozambique
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Mr	Jose-Maria		Taberne UNOPS (UNDP), Mozambique

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Mr	Ehueni J	Tanny	Conseil national de sécurité, Côte d'Ivoire
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Chr	S C	Tawengwa	Harare City Council, Zimbabwe
Ms	C J	Taylor	Gun Free SA, South Africa
Mr	Paul	Taylor	UNCHS, (Habitat), Kenya
Ms	R	Taylor	Department of Safety & Security Eastern Cape, South Africa
Mr	R	Tebane	Greater Germiston TLC, South Africa
Mr	A S	Terwin	King William's Town TLC, South Africa
Mr	M F	Theron	Centurion Transitional Local Council, South Africa
Mr		Thuso	Intelligence Academy, South Africa
Ms	H P	Tilley	National Peace Accord Trust, South Africa
Dr	Klaus	Toepfer	UNCHS (Habitat), Kenya
Mr	M	Torres	Intelligence Academy, South Africa
Col	G	Torrez	Rijkswacht, Belgium
Mr	R V	Trebilcock	Aboriginal Policing Directorate Solicitor General, Canada
Mr	Brian	Tribelhorn	Maritech - IMT, South Africa
Ms	Nomsa	Tshabalala	Public Safety and Emergency Services, South Africa
Ms	W R	Tshabalala	Department of Welfare, South Africa
Mr	M	Tsheke	Highveld Ridge TLC, South Africa
Mr	Joe	Tshifularo	Department of Education, South Africa
Mr	Monde	Tshongweni	Safety and Security Gauteng, South Africa
Mr	Gabriel	Tsotetsi	Dawn Park Community Policing Forum, South Africa
Ms	Mary E	Turok	Department of Housing and Welfare, South Africa
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Mr	Peter	Ucko	Khayalami Metropolitan Council, South Africa
Ms	K	Umlaw	Technikon SA, South Africa
Mr	Michel	Vallee	National Crime Prevention Centre, Canada
Mr	Omar	Valley	City of Cape Town Safer Cities Programme, South Africa
Mr	Frans	Van Aswegen	Department of Sociology, South Africa
Ms	D	Van den Berg	University of Pretoria, South Africa
Ms	H	Van der Linde	Auditor General, South Africa
Mr	W N	Van der Schyf	Western Metropolitan Substructure, South Africa
Dr	W S	Van der Waals	Pretoria City Council, South Africa
Mr	C	Van der Wath	Greater Pretoria Metropolitan Council, South Africa
Mr	G C	Van der Westhuizen	Potgietersrus Transitional Local Council, South Africa
Mr	Bennie	Van Rooyen	Greater Germiston Transitional Local Council, South Africa
Mr	J C	Van Rooyen	Greater Pretoria Metropolitan Council, South Africa
Brig	L D	Van Vuuren	Afrikanerbond, South Africa
Mr	W A M	Van Wyk	Northern Metropolitan Local Council, South Africa
Mr	C	Van zyl	Auditor General, South Africa
Mr	W	Van Zyl	Walvis Bay Municipality, Namibia
Mr	Franz	Vanderschueren	Urban Management Programme (UNCHS), Kenya
Mr	Inacio	Vantade	Swiss Agency for Development & Cooperation SDC, Switzerland
Mr	Roberto	Vasini	ATAC - COTRAL, Italy
Adv	E	Venter	Human Rights Education - SAPS, South Africa
Mr	L C F	Vermaas	South Africa
Mr	Claude	Vezina	International Centre for the Prevention of Crime, Canada
Mr	Mthunzi I		Vilakazi Standing Committee on Safety and Security, South Africa
Ms	N	Vilakazi	Department of Education, South Africa
Mr	Mateus	Vilanculos	Swiss Agency for Development & Cooperation SDC,