**INTERNATIONAL
CENTRE
FOR THE
PREVENTION
OF CRIME**

Strategies and Best Practices in Crime Prevention in particular in relation to Urban Areas and Youth at Risk

Proceedings of the Workshop
held at the 11th UN Congress
on Crime Prevention and Criminal Justice

Bangkok, Thailand 18-25th April 2005

Edited by Margaret Shaw and Kathryn Travers

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INTERNATIONAL
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Canada

UN-HABITAT

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FOREWORD

The International Centre for the Prevention of Crime (ICPC) is an international forum for discussion, exchange of experience and knowledge for national governments, local authorities, public agencies, specialized institutions and non-governmental organizations. The mission of ICPC is to help countries and cities to improve community safety, and reduce both crime and violence by putting into practice prevention policies, strategies and action which are effective and sustainable. ICPC promotes dialogue and exchange of expertise between developed and developing countries. What better testament to the international nature of ICPC's work than the organization of an international Workshop on crime prevention in urban areas and for at risk youth at the 11th UN Congress on Crime Prevention and Criminal Justice.

Since the 10th UN Congress held in Vienna in 2000, there have been important developments in crime prevention practice and tools. The adoption of the *UN Guidelines for Crime Prevention* in 2002 has helped to encourage innovation and good practice in many cities and communities. However, crime and insecurity are still issues of major concern for our cities and countries, and so is the continued quest for a better balance between action in the criminal justice arena by the police, judicial and penal systems, and well-planned prevention programmes.

We are certain that these Proceedings of the Workshop will serve as a source of inspiration to practitioners and decision-makers for the implementation of innovative prevention strategies and practice in urban areas, and with youth at risk.

Raymonde DURY
President of the Board of Directors
International Centre for the Prevention of Crime

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INTRODUCTION: SETTING STANDARDS AND ASSESSING PROGRESS IN CRIME PREVENTION

BY MARGARET SHAW

The workshop on crime prevention, which took place in Bangkok in April 2005 in the context of the *11ᵗʰ UN Congress on Crime Prevention and Criminal Justice*, represented a major opportunity to assess progress in the application of good crime prevention policy and practice around the world. The workshop was organized by the International Centre for the Prevention of Crime (ICPC) in collaboration with UN-HABITAT and the United Nations Office on Drugs and Crime (UNODC), three international bodies with a long track record in promoting and supporting crime prevention.[1] It was also guided by an international group of experts who met in Paris in 2004.

Since the 1980's the notion of crime prevention has expanded and evolved substantially, from being seen as a relatively narrow policing function, to one which involves a much broader transversal approach, and multiple state and community actors. This has mirrored a more general shift among governments away from assuming exclusive responsibility for safety and security for all their citizens, acknowledging the limitations of their ability to provide such security. It can also been linked to the evolution of policing approaches away from centralized and hierarchical models, to more community-based and problem solving approaches which engage with the concrete concerns of local citizens. Finally, it is in recognition that relying only on the criminal justice sector, in terms of policing, court systems or correctional facilities, is not a sufficient response to crime and its control, much can be done to prevent crime and victimization before the intervention of the justice system.

It is now recognized that prevention takes many forms, that it involves many sectors and levels of government and civil society, and that local authorities and communities have a major role to play, supported by strong sub-regional and national strategies and policy. There is accumulating evidence that many prevention programmes are not only effective in reducing offending and victimization, but cost-beneficial, resulting in considerable long-term savings for the investment entailed, and bringing social and economic benefits well beyond reductions in crime.

This evolution in crime prevention has been marked at the international level by the development and adoption of standards for crime prevention, which are an essential component for encouraging and guiding the development and implantation of good policy and practice. These have included the technical guidelines for crime prevention adopted in 1995, and the UN Guidelines on Crime Prevention adopted by ECOSOC in 2002 (UNODC, 2002). These Guidelines lay out the principles on which good crime prevention policies need to be based, and the steps which should be taken to establish supportive governmental policies at all levels. They also underline the important role of local government in setting up sustainable prevention policy and practice.

> Crime Prevention, as defined by the **2002 United Nations Guidelines for the Prevention of Crime**, 'comprises strategies and measures that seek to reduce the risk of crimes occurring, and their potential harmful effects on individuals and society, including fear of crime, by intervening to influence their multiple causes.'

Yet this evolution has also occurred during a period when crime and its control have increasing come to dominate public concern and political agendas in many countries. Insecurity about crime and violence among citizens is only partially related to increasing rates of crime. Fear levels remain

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[1] The Workshop was made possible by the support of the Government of Canada. Additional support was given by the Government of Australia. See Appendix I for the Workshop Agenda.

high in the new millennium, even though crime levels have fallen considerably, especially in North America and Europe. Greater media attention to crime, and a more generalized sense of insecurity and concern with minimizing risk is now evident, particularly since September 2001. Globalization, which has brought both benefits and disadvantages, means that international organized crime and trafficking have begun to impact crime at the local level, and in an increasing range of countries. Pessimism seems a natural reaction, yet there is considerable evidence that globally there is less violence and conflict than two decades ago (UBC, 2005), and there have been some notable advances in human rights (Goldston, 2005).

Further, international communications technology and the reporting of incidents and violent events have become so fast and extensive, that it is now much more urgent to look at how countries are responding to these challenges. Yet the exponential changes in communication have also made it much easier to exchange experience and practices internationally. Crime policies and practices are beginning to travel and expand at a much faster rate than has been the case even in the recent past (Sparks & Newburn, 2002).

With the growth of crime prevention practice internationally has come a range of associated concerns and problems: about the appropriateness of interventions, the difficulties of evaluating their effectiveness, of the capacities of local actors to implement good programmes, about the difficulties of sustaining interventions beyond their initial pilot phase, or scaling up to city-wide or country-wide applications, and about the difficulties of sustaining interventions after changes of personnel or government.

'What works' in crime prevention does not depend solely on having well-designed programmes. Much depends on the capacity of the actors in the field to establish the conditions for implementing programmes well, and to manage the 'process'. It also depends on policy makers understanding the need for longer-term investment and planning, and not focusing only on short-term results. Ensuring that strategies are maintained, well monitored and sustained beyond the life of a government is a further challenge.

One of the major lessons learned about *policy transfer* from one country to another in the past ten years, has been that local conditions, local needs and local constraints must be taken into account (Sparks and Newburn, 2002). Programmes which have been carefully developed and replicated in one setting, and found to be effective in reducing crime or insecurity, may not work in another country or city. This has been well demonstrated in South Africa, for example, where some crime prevention approaches developed in the North have proved to be inappropriate for a South African context (Pelser, 2002). Even among developed countries it is clear that programmes are rarely precisely replicable (Jones and Newburn, 2002).

This workshop was an opportunity to take stock of some of the current developments in crime prevention, particularly since the UN Congress in 2000, and the adoption of the UN Guidelines in 2002, and to demonstrate the development of crime prevention strategies at all levels of government in a wide range of countries, and show how practices are working on the ground, as well as what lessons can be learnt from recent practice.

What has changed since the 10ᵗʰ UN Congress?

At the 10ᵗʰ UN Congress on Crime Prevention and Criminal Justice held in Vienna in 2000, ICPC was also responsible for organizing the workshop on crime prevention. That workshop, entitled *Community Involvement in Crime Prevention*, presented an overview of a range of national crime prevention policies and programmes on issues such as the role of cities, poverty, exclusion, high-volume crimes, youth and schools. With the exception of South Africa, all the presenters were from the North or developed countries. The workshop was followed by a session on resources and technical assistance available to countries interested in implementing crime prevention strategies, given by a number of specialist crime prevention organizations.[2]

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[2] Including the European Forum for Urban Security; Crime Concern (UK) and National Crime Prevention Centre (USA).

Five years later, the workshop at the 11th UN Congress had the primary objective of demonstrating effective and promising practices and strategies from all regions of the world. A total of 25 presenters, representing fifteen countries took part, including developed and developing countries, those in transition to development, or emerging from long periods of internal conflict. They included Australia, Belgium, Brazil, Chile, the Czech Republic, Japan, Nigeria, Peru, the Philippines, South Africa, Tanzania and the United Kingdom.[3] Presenters included elected Mayors, city officials, researchers, and practitioners from non-governmental organizations. The workshop was chaired by Dr Matti Joutsen, who was also Chair of Congress Committee I.

The one-day workshop had two major themes: crime prevention relating to *urban areas* and to *youth at risk*. The latter include those living in the poorest and most marginal circumstances, in conflict with the law, street children, and those exploited sexually and by the drug trade, or affected by HIV/AIDS, war, and natural disasters. These themes reflected two of the most important global trends: the rapid growth of cities and urban agglomerations, and the high proportion of young people who make up those urban populations. Both themes merited far greater attention than half a day. The final workshop panel included presentations on capacity building and technical assistance and tools. To accompany the workshop, a *Compendium* of 64 promising practices from around the world on urban crime and at-risk youth, was also published (ICPC, 2005).

A number of trends stand out from the workshop presentations, and help to underline some of the significant changes in how crime prevention is being tackled worldwide. These include:

_ The importance of international guidelines in providing inspiration and normative templates for 'how' to implement effective crime prevention strategies.
_ The increasing range of countries, cities and local authorities which are now developing strategic crime prevention, based on those guidelines.
_ The severity of the crime and violence problems being faced by some of those cities and countries, and the innovative and strategic nature of their responses.
_ The wide range of contexts and the need to take into account local cultures, social and economic constraints, and capacities in developing prevention strategies and programmes.

What has changed since the 10th UN Congress, therefore, is the spread and breadth of strategic crime prevention, which is now found in countries in transition from long-term and severe civil wars such as Chile, Peru and the Philippines, in countries facing the consequences of rapid urban development or the impact of small arms or HIV/AIDs such as Brazil, Tanzania, or South Africa, as well as the extent of local innovation in developed countries with more stable histories, such as Belgium, Australia or the UK.

Lessons from the Workshop Presentations

A number of other key trends and changes are also evident from the Workshop and the discussions which ensured. They include:

_ The *urgency of the need to focus on urban areas*, with the impact of rapid current and future urban growth, impacting all regions. While the immediate impacts of urban growth are felt by developing countries, globalization means that it impacts all regions and countries in varying ways.
_ The close *links between urban growth and youth at risk* - youth are among the socially excluded - and youth violence is primarily an urban phenomenon.
_ The links between *local urban crime and transnational organized crime* and trafficking - the local conditions which foster crime also provide the seed-beds for transnational crime and corruption.

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3 The preparation of the workshop and of the background paper was greatly assisted by participants in an Expert Group Meeting held in Paris in December 2004. A list of members of the Expert Group is included in Appendix II.

_ The shift in understanding of *the importance of crime and safety and security to development*, and to the achievement of the Millenium Goals (UNODC, 2005b).

_ The importance of *participation and inclusion* - of including the stakeholders. Many of the presentations illustrate the value of including those who are often the subjects of crime policies in the development of prevention projects. This includes at-risk youth, women and those living in the poorest and most disadvantaged urban areas.

_ The contribution of *urban renewal strategies* to community safety and economic and social development – a vision of crime prevention which is more far-reaching than deterrent policing or the application of situational crime prevention strategies.

_ The challenges of *embedding crime prevention* strategies into urban structures and procedures, so that they become 'routinized' and sustainable.

_ The need to rethink approaches to training and technical assistance, adapting to region and country circumstances and needs, to enhance capacity building. Developing practical tools which bring international guidelines to life can assist countries in applying them.[4]

Setting the Scene: the Challenges for Urban Areas and Youth

Three presentations at the beginning of the workshop laid out the challenges ahead. The opening presentation given by Margaret Shaw, Director of Analysis and Exchange at ICPC outlines the issues confronting urban areas and in relation to youth. Drawing on the Workshop *Background Paper* (UNODC, 2005a), she outlined the principles of the UN Guidelines, and the challenges facing urban areas and at-risk youth, the pressures on national and local governments to use repressive responses to crime and violence, and the urgency of the need to develop sustainable prevention strategies. Some of the main requirements for effective intervention in urban areas and for at risk youth include national support to facilitate the key role of local authorities, strengthening community policing and partnerships with civil society, inclusive and balanced approaches and strategies which integrate the safety needs of all vulnerable groups, and respect the rights of children and youth.

Paul Taylor, (the then) Chief of the Urban Development Branch of UN HABITAT, focuses on the challenges to development and governance presented by crime in urban areas and for at-risk youth. He underlines the importance of international guidelines for crime prevention, and calls for a stronger recognition of the role of urban development in crime prevention, something which the *Safer Cities Programme* of UN-HABITAT, established in 1997, has consistently supported. The world's urban population is expected to increase from 2.89 billion in 2000, to 4.98 billion by 2030, and urban development will primarily affect developing countries. He argues that contrary to common perception, violence and crime impact the urban poor, especially those living in urban slums, far more than better-off groups: 'crime and violence are products of social exclusion a condition that reinforces simple income poverty.when there is no culture of solidarity amongst the poor, which is a defining characteristic of exclusion, crime and violence is most frequently poor on poor.' This he argues, underlines the importance of giving a voice and tools to the urban poor, to talk about their own needs, and to help shape the solutions which meet those needs.

In his keynote address, The Honorable Chris Ellison, Minister of State Attorney General's Department, Australia, clearly brings out the links between transnational and local crime and their impact on community safety. Arguing that crime has become global in response to the globalization of the economy, rather than just local or national, he emphasizes its impact of the weakest and poorest members of societies, and its capacity to undermine democracy and the rule of law. He uses the example of drug trafficking, with its impact on local crime levels, especially among young people, to illustrate his point. Maintaining a balance between policing, law enforcement and prevention is essential. Youth crime

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4 For a more detailed discussion see Shaw & Dandurand (Ed.) (2006) proceedings of the Programme Network Institutes' workshop on 'Maximizing the effectiveness of technical assistance to Member States' at 15th UN Commission on Crime Prevention & Criminal Justice, Vienna, April 2006.

prevention though social development has been a key area of intervention, using evidence-based approaches which attempt to intervene in the pathways to crime, including early intervention, school-based interventions, and strategies to strengthen the capacities of communities to develop healthy and safe environments.

I STRATEGIES, PRACTICES AND LESSONS FOR URBAN AREAS

National strategies fostering local action

The morning session of the Workshop focused on issues of crime prevention in urban areas. The first three presentations are examples of *national frameworks* which support local initiatives and community partnerships.

Alejandra Lunecke, Coordinator of the Urban Safety Studies Centre at the University Alberto Hurtado in Chile, presents findings from the evaluation of the 'Comuna Segura' Programme, part of the national Public Safety Policy in Chile established in 2000. The evaluation has led to the redesign of the programme to make it more flexible and adaptable to the local level, and to help promote sustainability and greater community participation. This underlines the value and importance of careful monitoring and evaluation of national programmes as they move past the initial stages.

The presentation by Rachel Neild of the *Open Society Foundation Justice Initiative* and Mayor Salomon Hugo Aedo Mendoza, Mayor of San Juan Bautista, Ayachuco Peru, discusses the outcomes of a pilot project on police-citizen cooperation in Peru. After 20 years of civil war, and the establishment of democratic reforms in 2001, institutional reform of the police led to the establishment in 2003 of the only national and legislatively mandated crime prevention system in the region. This included a system of municipal-level citizen security committees presided over by the mayors, and the pilots in six districts have been evaluated over two years. The findings point to the importance of continuity both at national level and among the police, of providing initial funding support to local initiatives, and on the basis of the pilot area in San Juan Bautista, the time needed to sensitize all sectors of the community and build up a range of projects.

Philip Willekens, now Director of the Permanent Secretariat for Prevention Policy at the Ministry of the Interior, Belgium, and Luc Devroe, responsible for contract management and evaluation at the Permanent Secretariat for Prevention Policy, outline the role of local level security and crime prevention contracts in Belgium. These have been developed since 1991, and some 102 municipalities now have a security and prevention contract with the federal government. The contracts are targeted to municipalities with high levels of crime problems and low income levels i.e., those most at risk of fostering crime. Experience over the years underlines the importance of a preliminary security diagnosis, of developing project indicators to facilitate evaluation, and of active community participation for successful local strategies.

Tailoring City Strategies to Local Needs

These nationally supported strategies were followed by three presentations which illustrate how particular cities have tailored and developed strategic solutions to respond to their own crime problems and circumstances.

Anne Mtani, Coordinator of the Safer Cities Programme, Dar es Salaam, Tanzania, outlines the strategies used in this rapidly growing city since the establishment of a Safer Cities programme in 1998. One of the most successful examples of the UN HABITAT Safer Cities programme, the project has been embedded and sustained in the city management structure through successive changes of government. It has used a series of strategies including sensitization seminars and community briefing meetings, bye-law enforcement, the establishment of auxiliary police and ward tribunals, safety audits on women's safety, and income generating projects for young people. Having used a 'bottom-up' approach, future plans include national mainstreaming, with replication in other major cities in Tanzania.

Miguel Coronel, Major General of the Police and Commissioner of the National Police Commission in the Philippines, provides an account of the development of the community-oriented polic- ing system (COPS) established in the Philippines in 1994. It forms part of the holistic National Anti-Crime Strategy which is now included in the National Crime Prevention Programme adopted in 2004. He empha- sises that the COPS programme is 'people-powered', and uses the example of one of the first projects to illustrate its strengths. Following the restoration of democracy in 1986, a pilot initiative BAC-UP was devel- oped in Bacolod City with decentralized community-based police stations at the local level, and modeled on the Japanese 'Koban' system. The project developed very strong police - community links at the local level which have continued to grow and been sustained over a period of 18 years. The COPS system is built on similar principles of high levels of integrity, trust, participation and civic-mindedness on the part of public officials and citizens.

Jose de Filippi Junior, Mayor of the City of Diadema, Brazil describes the remarkable achievements of the city in developing a strong crime prevention strategy over the past four years. Faced with the highest homicide rate among young men in the Metropolitain area of Sau Paulo in 2000, the Mayor has implemented a ten-fold strategy to reduce crime and create community awareness and involvement. The well-balanced strategy combines the introduction of local community policing, closing bars and restau- rants between 11.0pm and 6.00am, the period when most crime and homicides occurred, with youth apprenticeship programmes, improvements to schools and educational facilities, housing and environmen- tal upgrading, and public education campaigns. The strategy has been implemented using a strong partic- ipatory approach. By 2004 the City of Diadema's homicide rate had fallen significantly and to the 18th place among the cities on the region.

Responding to Urban Challenges: Social Inclusion and Volunteer Partnerships

The two final presentations in the morning session illustrated the close links between urban regeneration and community safety, and the importance of the inclusion of marginalized populations and disadvantaged urban areas.

Richard Dobson, iTrump Joint Programme Leader in the eThekwini Municipality (Durban), South Africa, provides a very persuasive account of the power of urban regeneration to improve the social and economic lives of city inhabitants, while also improving security and creating safe and stable neigh- bourhoods. The Warwick Junction project has combined very respectful community consultation with mar- ginalized groups, primarily those working in the informal economy, with creative and relatively low-cost regeneration approaches. In the process, a chaotic and dangerous urban transit area of eThekwini has been transformed into a thriving local market, provided stable income to informal traders, created a chain of jobs across the municipality, a tourist destination, and reduced crime, accidents and health problems. A major lesson of the project has been to demonstrate that carefully planned interventions which form *part of* the core city planning processes, which use inclusive approaches with local residents, and which celebrate rather than ignore local traditions, provide effective, sustainable and low cost responses to diffi- cult urban problems.

Eduardo Razafimanantena, Deputy Mayor of Antananarivo, Madagascar, and Marie-Pierre Delcleve of the UN Volunteer Programme outline the development of the 'Volunteers against Violence' proj- ect developed in the municipality since 2002, modeled on the Safer Cities approach. The main objectives have been to facilitate coordination mechanisms and enhance social cohesion, to develop community cen- tres in the most disadvantages neighbourhoods, mobilize local activity among at-risk groups, and build the capacity of the local authority to develop crime and violence prevention. In the absence of major resources, volunteer involvement in activities has been a key factor and youth the primary focus. A number of local neighbourhood volunteer groups have been established, and there is a strong focus on participatory approaches enabling local residents to take part in diagnosing, designing and implementing projects.

II STRATEGIES, PRACTICES AND LESSONS FOR YOUTH AT RISK

Integrated and Effective Strategies

The afternoon session was devoted to projects concerned with the predicament of young people in urban areas, and the prevention of crime and victimization among youth. The first two presentations demonstrated integrated national strategies and an exemplary early intervention programme, both using evidence-based approaches, and the third a national framework for community-based delinquency prevention and youth justice.

Brendan Finegan of the Youth Justice Board, and Sohail Husain Deputy Director of Crime Concern, England and Wales, outlined the well-developed national prevention framework established there since the late 1990's, which seeks to ensure that interventions are appropriate to age and levels of risk among young people. One of these interventions, the Youth Inclusion Programme, targets 13-16 year-olds seen as most at risk of entry into the criminal justice system. Crime Concern is a non-profit organization which has worked closely with the statutory Youth Justice Board to develop, support and evaluate many of the interventions, and they are able to demonstrate the importance of a flexible well-designed model, good communication and rigorous implementation, and the relatively large cost-savings from the programme compared with custodial sentencing.

From Australia, the Pathways to Prevention Project being implemented in Brisbane, Queensland, is presented by Marie Leech, of *Mission Australia*. This collaborative project with Professor Ross Homel and his team at Griffith University, is an early intervention project with families and children in disadvantaged communities, including recent immigrant families. Based on extensive evidence-based research on the developmental pathways to crime, the project works with seven schools and focuses on the crucial period of transition to school - a critical life-phase when families and children are often receptive to help and support. The project has been very carefully evaluated since its inception in 2002, and this suggests that it has been effective in changing the behaviour of children, in engaging with vulnerable families, and is cost-effective compared with remedial programmes.

Adedokun Adeyemi, of the University of Lagos, Nigeria describes the draft National Policy on Child Justice Administration which seeks to establish non-judicial community-based crime and delinquency prevention policies and programmes. The draft policy is designed for young people below the age of 18 years, with the overall goal of minimizing delinquency and ensuring their growth into responsible citizens. The major objectives recognize the importance of poverty, education and employment as factors which impinge on the lives of families and children, and the importance of working at the local level with communities. The proposals include awareness raising on parental rights and responsibilities, the development of early childhood services and child-friendly centres, access to good and affordable education, empowering and supporting parents with income generation and micro-finance projects, and establishing local community-based crime and delinquency committees and services.

Inclusive Approaches for Vulnerable Youth

Three presentations focused on inclusive projects with especially vulnerable youth populations, children and young women at risk of trafficking for the sex trade, young men in organized armed gangs, and older street children.

Radim Bures, Deputy Director of the Crime Prevention Department in the Ministry of the Interior, Czech Republic describes the three-fold strategy established to prevent trafficking in persons. The Czech Republic has been a target country for human trafficking since the early 1990's, and is increasingly a destination country, primarily involving young women from countries in the former Soviet Union and from Asia. The strategy developed since 1999 has included a strong focus on prevention, with targeted information campaigns, training and border improvements, and the development of a range of victim services including victim/witness protection. The strong involvement of coalitions of non-government

organizations is seen as a crucial aspect of the strategy, but the difficulties of accurately assessing the size of this transnational organized crime, and of evaluating the impact of the strategy is clear.

Marianna Olinger, from the organization Viva Rio in Rio de Janiero, Brazil, outlines a study of children and adolescents involved in organized armed violence associated with drug factions in *favelas* in the city, and a prevention and rehabilitation project developed to respond to their plight. The study forms part of the programme of COAV, the international Coalition against Organized Armed Violence which aims to bring attention to the plight of such young people, and to develop appropriate policy and interventions. Some 5,000 children and youth in Rio work in organized drug factions, and their lives are comparable to those of child soldiers, with a risk of dying from small arms greater than that in many war zones elsewhere. The *Fight For Peace* project has been developed in very close relationship with the local community. It offers alternatives to crime and employment in the drug trade, using local sports to attract young people, and offers an integrated and personalized programme including education, job skills and leadership training.

Ayako Otake of *Kokkyo naki Kodomotachi* (KNK *Children Without Boarders*) based in Japan, presents the *House for Youth* project which has been established in Cambodia and Vietnam for at-risk youth. The houses offer shelter and support specifically targeted to older street children of 15-19 years for whom few services exist, who are particularly vulnerable to exploitation and tend to be regarded as 'adults'. Many of them are orphans, refugees or victims of abuse and poverty. Increasingly the projects are housing victims of trafficking. The goal of the houses is to empower urban youth, restore their dignity and help them reintegrate into the local communities, rather than segregating, criminalizing or ignoring them. A wide range of psychological, educational and apprenticeship programmes and services are provided, as well as sensitization of the local community to the needs of street children. These have helped change perceptions of the young people as 'troublemakers' to seeing them as 'contributers'.

Capacity Building and Technical Assistance for the Future

The final section of the workshop focused on future needs for sustaining projects and building capacity. While it is clear that many good practices and exemplary and effective projects can respond to the problems of urban crime and at risk youth, there is a clear need for better exchange of knowledge and expertise. Three presentations highlighted recent capacity building, and training and technical assistance approaches.

Laura Petrella of UN-HABITAT's Safer Cities Programme, and Themba Shabangu of the Centre for Scientific and Industrial Research (CSIR) in South Africa, outlined the development of a local crime prevention toolkit. Based on its ten year experience in supporting the development of safer cities projects in African cities, as well as the Latin American and Asia-Pacific regions, UN-HABITAT has been developing a tool-kit to aid local governments in the implementation of such programmes. More recently it has worked in collaboration with CSIR which launched its own *Local Crime Prevention Tool-Kit* in 2003, in collaboration with the South African Police Service and a non-government organization UMAC.[5] They present some of the theoretical and practical requirements of toolkits designed to aid and guide local crime prevention strategies.

Kei Someda, Ministry of Justice, Japan, based on his experience at the United Nations Far East Institute (UNAFEI), outlines the different types of training needs which countries have, in order to respond adequately to urban crime and youth at risk. These may range from *system* needs such as the enactment of statutes and regulation, the establishment of specific organizations and inter-agency cooperation frameworks, to *implementation* needs. There is a common failure to implement well-designed national policies because of lack of technical knowledge, insufficient agency cooperation, lack of funding

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5 CSIR's Local Government ToolKit is continually evolving and developing on the basis of practical application in different regions and communities in South Africa. www.crimeprevention.csir.co.za

and a shortage of trained personnel, apart from an absence of strong leadership and will. UNAFEI's approach has been to work at both levels simultaneously, rather than assuming that the formal system must be established first. He illustrates this with an account of UNAFEI's technical assistance to the Kenyan Juvenile Justice System, and its recent International Senior Seminar on crime prevention specifically focused on urban areas and at risk youth, the theme of the workshop.

Slawomir Redo of the Human Security Branch of the United Nations Office on Drugs and Crime (UNODC), in recognition of the seriousness of the challenges for cities and disenfranchised youth, argues that future technical assistance needs to be shaped along four dimensions: moving from a rights to an evidence-based approach; greater reliance on victimization data from a variety of sources, given the limited availability of official crime data in many countries; moving from global to local, contextual approaches; and taking inspiration from the field of drug prevention, by applying the *sustainable livelihood* approach to crime prevention. Given that so many urban youth do not have, and are in many cases unlikely to have, access to legitimate employment opportunities, such an approach should include civic and citizenship education, the promotion of a culture of lawfulness, as well as job and skills training and job creation.

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WORKSHOP BACKGROUND PAPER
STRATEGIES AND BEST PRACTICES FOR CRIME PREVENTION, IN PARTICULAR IN RELATION TO URBAN AREAS AND YOUTH AT RISK

Summary

The present background paper summarizes some key trends and practices in the development of crime prevention and outlines why Member States, other parts of the international community and local governments should give renewed and much greater attention to investing in crime prevention in urban areas, paying particular attention to youth at risk.

The paper outlines the challenges for urban areas and the arguments for investing in strategic integrated crime prevention and in youth at risk in particular. In the subsequent sections, the paper outlines some of the recent achievements and developments in effective integrated crime prevention policy and practice in urban areas and with at-risk youth. They provide examples of good practice from a range of countries, which demonstrate how international standards are being applied.

In keeping with relevant United Nations crime prevention instruments, including the Vienna Declaration on Crime and Justice: Meeting the Challenges of the Twenty-first Century and the United Nations Millennium Declaration and Goals, the paper provides a number of action-oriented recommendations seeking to enhance crime prevention, in particular in relation to urban areas and youth at risk. The paper concludes by identifying recommendations for increasing the exchange of information, experience and technical assistance between countries and cities, within regions and internationally.

I. Introduction

The regional preparatory meetings for the Eleventh United Nations Congress on Crime Prevention and Criminal Justice recommended that the workshop on strategies and best practices for crime prevention, in particular in relation to urban areas and youth at risk, pay particular attention to the protection of young people at risk, encouraging community responses rather than the deprivation of liberty for those in conflict with the law, and the inclusion of young people themselves in project development. They recommended that the workshop demonstrate in very practical ways how that was being achieved. It was also recommended that representatives of youth organizations be encouraged to take part in the workshop.[1]

Since 1990, when the Eighth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, under its agenda item ``Crime prevention and criminal justice in the context of development: realities and perspectives of international cooperation'', considered a note by the Secretary General entitled ``Inventory of comprehensive crime prevention measures'' (A/CONF.144/9), that is, for over a decade, cities have been recognized as a major force in the advancement of crime prevention practice. There is also much greater awareness of the links between crime and victimization.

Over the past decade, there have also been major international, regional, national and local advances in crime prevention policies, practice and multisectoral expertise. In 1995, the Ninth Congress, under its agenda item ``Crime prevention strategies, in particular as related to crimes in urban

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[1] See the reports of the Asian and Pacific, Latin American and Caribbean, African and Western Asian regional preparatory meetings for the Eleventh Congress (A/CONF.203/RPM.1/1, A/CONF.203/RPM.2/1, A/CONF.203/RPM.3/1 and Corr.1 and A/CONF.203/RPM.4/1, respectively).

areas and juvenile and violent criminality, including the question of victims: assessment and new perspectives'', considered a working paper by the Secretariat on the subject (A/CONF.169/7) and the background papers for two workshops: on urban policy and crime prevention (A/CONF.169/10); and on prevention of violent crime (A/CONF.169/11). In 2000, the Tenth Congress, under its agenda item ``Effective crime prevention: keeping pace with new developments'', considered a working paper by the Secretariat on the subject (A/CONF.187/7) and a background paper for the workshop on community involvement in crime prevention (A/CONF.187/11). Finally, the General Assembly, in its resolution 56/261 of 31 January 2001, entitled ``Plans of action for the implementation of the Vienna Declaration on Crime and Justice: Meeting the Challenges of the Twenty-first Century'', passed after the Tenth Congress, listed a number of follow-up actions concerning crime prevention, including comprehensive international, regional, national and local crime prevention strategies, many of which are relevant to the workshop on strategies and best practices for crime prevention. These advances, addressed and/or pursued in the above-mentioned documents, recognize that Governments and criminal justice systems alone cannot effectively reduce or prevent crime and that there is a need for far greater transversal cooperation and planned responses that include all levels of government, the community and civil society.

Many countries have adopted national strategies on crime prevention that place much greater emphasis on what can be done to prevent crime occurring before the intervention of the criminal justice system and to complement the work of the criminal justice system. Such approaches include a focus on what can be done at the local level, closest to the communities where crime takes place, and involve cross- cutting, multisectoral integrated policies and interventions, with support from national and subregional governments. This has included significant investment in knowledge, research and evidence-based practice. In developing their crime prevention strategies, a number of countries and cities have focused on youth at risk of crime and victimization, since they recognize the importance of investing resources in their health, education and protection.[2] Such youth include those living in the poorest, most marginal circumstances, those in conflict with the law, street children and those exploited by the illicit drug trade, sexually exploited or affected by HIV/AIDS, war and natural disasters.

At the international level, these developments in crime prevention are exemplified in the work of the Safer Cities Programme of the United Nations Human Settlements Programme (UN-Habitat), and of the United Nations Office on Drugs and Crime (UNODC), and supported by international and regional organizations such as the Council of Europe, the European Union Crime Prevention Network, the European Forum for Urban Security, the International Centre for the Prevention of Crime and other institutes of the United Nations Crime Prevention and Criminal Justice Programme network. They have been reinforced through the adoption of United Nations standards and guidelines, including the guidelines for cooperation and technical assistance in the field of urban crime prevention (Economic and Social Council resolution 1995/9, annex), adopted after the Ninth Congress, and the Guidelines for the Prevention of Crime (Economic and Social Council resolution 2002/13, annex), adopted after the Tenth Congress. In its resolution 2003/26 of 22 July 2003, the Council encouraged Member States to draw on the Guidelines for the Prevention of Crime when developing, implementing and evaluating urban crime prevention programmes and projects, and to establish policies to protect children at risk in urban areas.[3]

Crime prevention is now recognized as being fundamental to the achievement of the Millennium Development Goals since for developing countries poverty reduction and sustainable development must be built upon human security, encompassing economic, health and personal safety and security.[4] Similarly, developed countries have a responsibility to respect and support these goals.

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[2] A number of definitions of youth are used internationally and the present paper is concerned primarily with young people aged 10-25.

[3] Other binding and multilateral instruments of relevance to crime prevention include the Convention on the Rights of the Child (General Assembly resolution 44/25, annex) and the United Nations Convention against Transnational Organized Crime (Assembly resolution 55/25,annex I) and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (Assembly resolution 55/25, annex II).

[4] See also ``Security system reform and governance'', OECD Policy Brief, May 2004; and Investing in Development: a Practical Plan to Achieve the Millennium Development Goals (2005), p. 31.

In the context of the workshop on strategies and best practices for crime prevention, there are a number of challenges. The rapid growth of urban areas in all regions of the world, increasing disparities of income and living conditions and the high proportion of children and young people living in conditions of poverty in those urban areas all present major challenges. Rates of crime and violence have increased in developing countries in particular, often in association with firearms and drug trafficking. Increasing numbers of young people are now at risk of crime and victimization in association with poverty, income disparities and the breakdown of traditional socialization mechanisms.

II. CHALLENGES FOR URBAN AREAS IN DEVELOPED AND DEVELOPING COUNTRIES

A. Increasing Urbanization

The world is becoming increasingly urban. The urban population is expected to grow from 2.86 billion in 2000 to 4.68 billion in 2030, when some 60 per cent of the world's population will live in cities. Most of this growth is occurring in developing countries rather than in high-income developed countries; when combined with poverty and destructuralization, it will result in enormous problems.[5] In 2003, 39 cities had a population of over 5 million and 16 were megacities, with over 10 million people. In Latin America and the Caribbean, 75 per cent of the population is urban. The Asian and Pacific region now includes three of the world's largest megacities---Delhi, Dhaka and Mumbai. Of all regions, sub-Saharan Africa has the fastest rate of urbanization accompanied by a high rate of infant mortality, low life expectancy, low literacy and a high rate of HIV/AIDS infection.

Much of the urban growth comes from the increasing migration of the rural population to urban areas and legal and illegal migration across borders and regions. In countries such as the Philippines, the exodus of the rural population to urban areas has been exacerbated by natural and man-made disasters. In North Africa and the Middle East, patterns of migration mean that some 50 per cent of the population and, in some countries, 80-90 per cent of the labour force are international migrants. Countries with economies in transition have experienced increasing population movements and migration to urban areas over the past 10 years, following the collapse of the political system in 1989. In developed countries such as Australia, Canada and the United States of America, apart from increasing immigration, the indigenous population in urban areas, many living in conditions of poverty, is expanding rapidly, having an impact on the rural areas from which they come. The speed of these changes, and their social, economic and political ramifications, has placed considerable strain on cities and countries in many regions, including in Europe.[6]

B. Increasing Disparities in Income and Access to Services

Cities are vital to the economic and social development of countries, yet the rapid expansion of many cities, especially in developing countries, has not been accompanied by investment in infrastructure and the environment, nor in the provision of services and supports for the increasing populations of urban poor. The majority of their poorest urban dwellers, including a high proportion of migrant and minority populations, live in informal unplanned slum settlements and are faced with long-term unemployment. The urban slum population in Central America, for example, represented a third of the region's total population in 2001, some 128 million people. In Karachi, up to 2.5 million illegal immigrants live in slum conditions. In Asia and the Pacific, while there has been substantial economic growth, cities still house around half of the world's slum dwellers and urban poor. In sub-Saharan Africa, some 49 per cent of the population lives on less than $1 a day and 70 per cent in urban slums, and their numbers are expected to double, on average, every 15 years.[7]

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[5]   The State of the World's Cities, 2004/2005 (United Nations Human Settlements Programme and Earthscan Publications, 2004).

[6]   F. Vanderschueren and others, Politicas de Seguridad Ciudadana en Europe y America Latina (Santiago, Ministerio del Interior de Chile, 2004).

[7]   The State of the World's Cities.

While rates of urbanization in advanced economies, including those of Japan, North America and North-West Europe, are much slower than elsewhere, there are clear discrepancies in population density, cultural and ethnic inequalities and increasing disparities in income.

C. Impact on Children and Youth

Children and youth represent very high proportions of these expanding urban populations, especially in developing countries, and almost half of the urban poor. In developing countries over 50 per cent of the urban population is below 19 years of age and the trends are likely to continue for the next two decades.[8] The speed of urban growth, coupled with increasing income disparities, has had a major impact on the structure and functions of social institutions, including education and the family. The family as a social unit has also been severely affected by the impact of deaths from HIV/AIDS.

In the poorest areas, many grow up in families without fathers, with little or inadequate schooling, few job skills or prospects and inter-generational unemployment. In the Caribbean, for example, unemployment among youth under 25 years ranges from 37 per cent in Barbados and Trinidad and Tobago to 50 per cent in Jamaica. Homelessness and an increase in numbers of street children is one conse-quence of increasing income disparities. Over two thirds of the urban populations in sub-Saharan Africa are between the ages of 12 and 25, and the number of street children has escalated over the past 10 years. [9] In Nairobi, for example, estimated numbers of street children increased from 4,500 to 30,000 between 1991 and 1994. In Western Europe, rates of homelessness have reached their highest level in 50 years and North America is experiencing a similar phenomenon.[10] Increasing numbers of indigenous youth in Australia, Canada and New Zealand are living in poverty in urban areas.

Young people at risk in both developed and developing countries tend to be excluded from society. Those living in the poorest circumstances, including many single mothers, those from ethnic and cultural minorities and recent migrant or immigrant youth are especially vulnerable to such exclusion.[11] Youth at risk, including young women, are also vulnerable to exploitation by those involved in transnation-al organized crime and trafficking in drugs, guns and persons. Youth represent both a major potential market for exploitation and a major asset for the economic development of cities and countries, yet they are largely excluded from the decision-making that affects them.

D. Growing Crime and Youth Violence and Victimization

A major consequence of the increasing poverty and inequality found in urban areas has been the rising level of crime, especially violent crime.[12] The increase in violence has included general and organized criminal violence and family violence. Only in North America has there been a recent and steady decline in crime rates over the past eight years. In many developed countries, levels of crime are still much higher than in the past. This includes levels of residential burglary, property and street crime, ``incivilities'', substance abuse and violence against women, and there is more intolerance of crime. Overall, urban vio-lence is strongly linked to social, political and economic inequalities, although it varies from city to city and within cities in terms of manifestations such as youth violence and gender-based violence. It has an impact on the poorest segments of the population far more than on others.[13] Natural disasters also increase the risk of violence and looting in urban areas.

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[8] Gloria La Cava and Paula Lytle, ``Youth: strategic directions for the World Bank'', draft report, May 2003.

[9] Sabine Ravestijn, ``Young people at risk in an urbanizing world'', Habitat Debate, vol. 9, No. 2 (June 2003), p. 11.

[10] The State of the World's Cities

[11] Dorter Verner and Erik Alda, Youth at Risk, Social Exclusion and Intergenerational Poverty Dynamics: a New Survey Instrument with Application to Brazil, Policy Research Working Paper series, No. 3296 (Washington, D.C., World Bank, 2004).

[12] Mark Shaw, Jan van Dijk and Wolfgang Rhomberg, ``Determining global trends in crime and justice: an overview of results from the United Nations surveys of crime trends and operations of criminal justice systems'', Forum on Crime and Society, vol. 3, Nos. 1 and 2 (December 2003) (United Nations publication, Sales No. E.04.IV.5); and J. van Kesteren and others, International Crime Victims Survey (The Hague, Ministry of Justice of the Netherlands, 2000).

[13] A. Winton, ``Urban violence: a guide to the literature'', Environment and Urbanization, vol. 16, No. 2 (2004).

Regarding rates of crime and violence, the Caribbean has the third highest murder rate in the world (44 per 100,000 inhabitants). In Trinidad and Tobago, serious crime, including relatively rare crime such as kidnapping, increased rapidly between 1998 and 2002.[14] In Asia and the Pacific, while overall levels of crime and victimization are lower than elsewhere, the past 10 years have seen increases in property crime, organized violent crime and drug trafficking, as well as growth in child sex tourism.[15] In sub-Saharan Africa, rates of crime and victimization, especially involving violence, have increased over the past 10 years, much of it fuelled by the huge traffic in small arms from the many civil or regional wars.[16] In South Africa, the increase in violent crime was particularly severe from 1994 to 2001: the country has one of the highest rates of violence against women in the world, with some 52,000 rapes recorded each year, mostly involving young women 12-17 years of age.[17] In the Russian Federation, the homicide rate increased from 9 to 22 per 100,000 inhabitants between 1990 and 2000. Both Hungary and the Russian Federation have a high rate of youth sentencing. Former Soviet republics are now new major sources for trafficking in humans, to a large extent, young women and children,[18] as well as drug trafficking. Social, economic and political inequalities are associated with the growth of organized and transnational crime, as in Southern Africa, for example, which has one of the highest levels of organized crime in the world.[19]

In developing countries, much of the increase in crime and victimization involves youth. There are strong links between youth victimization and offending. The majority of victims of youth violence are other youth and nearly all know their assailants.[20] Levels of victimization from crime and violence are higher among youth than among persons in other age groups, and are particularly high among youth at risk. The World Health Organization (WHO) estimated that 199,000 youth murders took place in 2000.[21] In Latin America and the Caribbean, youth have been involved as perpetrators and victims of the rise in violence in the region, often in the poorest favelas and slums, and heavily influenced by organized crime and gangs. Some 29 per cent of homicides in the region are youth of 10-19 years of age, a rate that is up to three times higher than national rates. In Brazil, the homicide rate among youth has increased by 77 per cent in the past 10 years, linked primarily to the proliferation of firearms and drug trafficking; an estimated 20,000 children and youth 10-16 years of age act as drug couriers. Children growing up in such poor and violent neighbourhoods are very much the product of those environments; the children themselves are not the problem.[22]

E. Increasing Pressure on Urban Governments

1. Breakdown of Traditional Cultural Values, Social Networks and Good Governance

In many urban areas there is a breakdown or loss of traditional socializing networks and informal controls. Families, many of them headed by single mothers, are weakened by poverty, ill health and high rates of crime and violence. In other cases, deaths from HIV/AIDS, war, conflict and natural disasters have created orphans and child- and youth-headed families. Migrant and immigrant populations find their cultural and ethnic values at odds with existing urban traditions. Together with the lack of schools,

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[14] Economic Commission for Latin America and the Caribbean, Social Panorama of Latin America, 2004 (Santiago, 2004). Up to 28 per cent of the prison population in Trinidad and Tobago are persons 17-26 years old.

[15] Anna Alvazzi del Frate, ``The voice of victims of crime: estimating the true level of conventional crime'', Forum on Crime and Society, vol. 3, Nos. 1 and 2 (December 2000) (United Nations publication, Sales No. E.04.IV.5); and The State of the World's Cities

[16] Small Arms Survey 2004: Rights at Risk (Oxford, Oxford University Press, 2004).

[17] Institute for Security Studies, Crime and Crime Prevention in South Africa (2004); Scared at School: Sexual Violence against Girls in South African Schools (New York, Human Rights Watch, 2001); and Deadly Delay: South Africa's Efforts to Prevent HIV in Survivors of Sexual Violence (Human Rights Watch, 2004).

[18] Kristina Kangaspunta, ``Mapping the inhuman trade: preliminary findings of the database on trafficking in human beings'', Forum on Crime and Society, vol. 3, Nos. 1 and 2 (December 2003) (United Nations publication, Sales No. E.04.IV.5).

[19] Rob Boone, Gary Lewis and Ugljesa Zvekic, ``Measuring and taking action against crime in Southern Africa'', Forum on Crime and Society, vol. 3, Nos. 1 and 2 (December 2003) (United Nations publication, Sales No. E.04.IV.5).

[20] Carl McCurley and Howard N. Snyder, ``Victims of violent juvenile crime'', OJJDP Juvenile Justice Bulletin (Washington, D.C.), July 2004.

[21] Etienne G. Krug and others, eds., World Report on Violence and Health (Geneva, World Health Organization, 2002).

[22] Verner and Alda, op. cit.

problems of school drop-out and economic pressure on local neighbourhoods, all these factors undermine community networks and social capital and threaten the traditional social controls in neighbourhoods and cities. Among youth at risk, there is a loss of ``connectedness'' and an absence of anchoring values. There is a need for new ways of working collectively with the increasingly varied family structures and culturally mixed and fragmented neighbourhoods in urban areas. Old conceptions of appropriate family structures or values may need to be revised.

2. Increasing Exclusion of Youth at Risk and Minority Populations

Young people at risk include a variety of different groups---those living in the poorest and most marginal urban areas, street children, those involved in gangs, substance abuse and trafficking, those who are sexually exploited and youth already in conflict with the law or returning from custody to the community. In some countries, in particular in sub-Saharan Africa, they include children orphaned by HIV/AIDS and war and children affected by war in other ways. In a number of regions, youth have been systematically recruited by persons involved in organized crime, especially drug traffickers. Heightened media attention to youth crime in particular has helped demonize young people, while diverting attention from the role of organized crime in exploiting them.

Children and youth are especially vulnerable to arbitrary justice at the hands of the police. There has been increasing exclusion of youth at risk, through criminalization, and more general exclusion from urban space, together with lack of access to services and the economic and social benefits of the societies in which they live.[23] Youth tend to be excluded from participation in decision-making affecting them in urban areas. Such exclusion is found in developing and developed countries where concerns about youth ``incivilities'' have increased.[24] This suggests that cities must work to include youth and marginal populations, to train those who work with young people, to recognize youth as a force for change rather than a problem and to facilitate their participation in decision-making.

Minority and immigrant populations are similarly more likely to be subject to social and economic exclusion. While countries in North America and Western Europe have recently seen an overall decline in the rates of youth violence and victimization, violence is often attributed to foreigners or ``outsiders'' and, as with all countries, indigenous, ethnic minority and immigrant youth are all more likely than other youth to be among those most at risk and to be overrepresented in the criminal justice system.[25] This suggests that particular attention needs to be given to promoting the inclusion of minorities in crime prevention strategies.

3. Fear and Insecurity and Public Pressure to Respond to Crime

High levels of urban violence and victimization have generated increasing fear and insecurity among urban populations. Even in Europe and North America, where crime has declined in recent years, the level of fear remains high. Public perception of and reactions to urban crime and youth violence tend to demand rapid and punitive responses. There has been increasing resort to tougher criminal justice responses, which criminalize at-risk populations of youth in particular, and burgeoning populations of incarcerated youth.[26] There has been a loss of confidence in the ability of the police and criminal justice systems to respond to crime. Yet the use of the criminal justice system to respond to crime is costly and not cost- effective when compared with good strategic prevention programmes.[27] The use of incarceration may bring short-term relief through incapacitation but have costly long-term consequences for young

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[23] Policy Dialogue Series: Children, Youth and Urban Governance (April 2004); and L. Chawla, Growing Up in an Urbanized World (Paris, United Nations Educational, Scientific and Cultural Organization, 2002).

[24] Resulting, for example, in the banning of street children and youth from public spaces and restrictions on access to housing or job opportunities.

[25] Michel Marcus, Security and Democracy under Pressure from Violence (Strasbourg, France, Council of Europe Publishing, 2003).

[26] Kids Behind Bars (Amsterdam, Defence for Children International, 2003).

[27] Daniel Sansfaçon, ``Handle with care: cost-benefit studies and crime prevention'', paper presented at the European Seminar on Costs and the Distribution of Costs of Crime and Disorder and Crime, Helsinki, 1-2 April 2003.

people, their families and communities, as well as itself being very expensive.[28] This underlines the importance of investing in prevention. Governments at all levels face a major challenge to shift public opinion towards prevention, through well-planned strategies that balance short- and longer- term responses to crime and insecurity, and towards alternatives to the use of incarceration for youth.

4. Increasing Resort to Privatization of Public Space, to Private Policing and to Vigilante and Mob Justice

One response to rising urban crime levels in developing countries in particular has been increasing pressure to privatize and segregate public space. This has been accompanied by increasing use of private and armed security. Private security and the development of gated communities benefit the wealthier segments of the urban population, but may provide only short-term benefits. They also increase the social exclusion of poorer segments of the population and reinforce inequalities between communities. Conversely, many poorer neighbourhoods may feel that they must resort to carrying guns, informal policing and mob or vigilante justice in order to protect themselves from violence. This suggests that local authorities should increase their partnerships with local communities and work to incorporate their concerns into strategies that are more broadly beneficial, as well as regulating the privatization of public space.

5. Corruption, Lack of Public Trust and a Culture of Lawlessness

Corruption, lack of public trust in the police, a history of police repression rather than community service and the vulnerability of urban administrations to organized crime are all factors that militate against the development of safe and secure communities. They also undercut human rights and provide fertile ground for the expansion of transnational organized crime and trafficking. Reforming the police is a long-term process given the problems associated with trying to change the culture of policing. This reaffirms that good governance is among the main prerequisites for effective urban crime prevention and urban renewal.

III. What Crime Prevention Brings to Urban Areas

A. Benefits and Principles

As emphasized in the Guidelines for the Prevention of Crime (Economic and Social Council resolution 2002/13, annex, para. 1): ``There is clear evidence that well-planned crime prevention strategies not only prevent crime and victimization, but also promote community safety and contribute to the sustainable development of countries.'' They enhance the quality of life and bring long-term benefits in terms of reducing the costs associated with the criminal justice system, as well as other social costs resulting from crime.

The Guidelines recognize that crime has multiple causes and that prevention requires a well-planned strategic approach that attacks those causes through various kinds of intervention. Internationally, the factors that place children and young people at risk of crime and victimization, or which help protect them, are very widely acknowledged; those factors should be taken into account in developing effective intervention strategies. They include family factors, individual factors and characteristics of neighbourhoods and local environments, including poverty, poor housing, poor schools and lack of recreational and social facilities. In addition, the presence of drugs or guns acts as a major facilitator for crime.[29] Prevention means developing programmes that support families and children, strengthen schools, develop

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[28] Only 25 per cent of the fall in crime levels in the United States has been attributed to incapacitation; 75 per cent resulted from factors such as community policing and crime prevention and changes in the age profile and employment (Marc Mauer, ``Comparative international rates of incarceration: an examination of causes and trends'', paper presented to the United States Commission on Civil Rights, Washington, D. C., 20 June 2003).

[29] Crime Prevention Digest II: Comparative Analysis of Successful Community Safety (Montreal, Canada, International Centre for the Prevention of Crime, 1999); and R. Homel, Pathways to Prevention: Developmental and Early Intervention Approaches to Crime in Australia, National Crime Prevention Report No. 6 (Canberra, Attorney-General's Department of Australia, 1999).

educational and job skills, provide recreation for young people and teach mediating and conflict resolution skills to promote a sense of involvement and belonging, for example. Much of what is actually crime prevention has often been called something else---urban renewal, educational support, early childhood development, drug treatment.[30] There is also extensive experience in how to prevent crime from occurring by environmental design and urban planning. It is important to work with and include local communities in the design of crime prevention initiatives. A well-planned crime prevention strategy includes:

    (a)   Social crime prevention measures that address social, economic, educational and health issues, targeting neighbourhoods, families and children and youth at risk;

    (b)   Improving neighbourhood and community networks and conditions and strengthening community capacity;

    (c)   Reducing opportunities for crime through situational and environmental design;

    (d)   Preventing recidivism by promoting the reintegration of offenders.

This approach to crime prevention represents an evolution in understanding how to prevent urban violence. What was once seen as a matter of law enforcement is now recognized as a social, public health and good governance issue that can be tackled proactively.[31] What is central to effective crime prevention is the key role of cities and local governments, guided and supported by strong national government commitment and leadership.

The key principles guiding effective crime prevention are that:[32]

    (a)   All levels of government should play a leadership role;

    (b)   Crime prevention should be integrated in a cross-cutting way into allsocial and economic policies and programmes including employment, education, health, housing and urban planning, justice and social services;

    (c)   Strategies should be built on cooperative partnerships between government institutions and ministries, community and non-governmental organizations, the business sector and civil society;

    (d)   There must be adequate funding and other resources and clear accountability to ensure the implementation and sustainability of strategies;

    (e)   Strategies and interventions should be based on sound knowledge about the causes of crime and effective practices;

    (f)   All crime prevention initiatives must respect human rights and the rule of law;

    (g)   Account must be taken of the links between local and transnational organized crime;

    (h)   Crime prevention strategies should take particular account of the different needs of men and women and the most vulnerable members of society.

B. Towards Effective Urban Crime Prevention Strategies and Practice

1. The Role of Governments in Urban Crime Prevention

At the national and subregional levels, many countries have integrated strategies and mechanisms that facilitate the development of strategy and policy at the local level.[33] These have been developed in countries with very different historical, political and economic contexts. They include legislative and policy initiatives, often backed by major investment in resources.

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[30] S. Lab, Unresolved Issues for Crime Prevention Research (Washington, D. C., 2004).

[31] Krug and others, op. cit.

[32] See the Guidelines for the Prevention of Crime (Economic and Social Council resolution 2002/13, annex).

[33] Crime Prevention Digest II ...; and Lily-Ann Gauthier and others, 100 Crime Prevention Programs to Inspire Action across the World (Montreal, Canada, International Centre for the Prevention of Crime, 1999).

Crime and disorder reduction partnerships in the United Kingdom
In England and Wales, legislation passed in 1998 (and subsequently amended) requires the local authority and police chief in every area to work together and with health-care and fire services in order to deliver a strategy to reduce crime, disorder and drug problems. Over 370 crime and disorder reduction partnerships have been formed. Every three years, each partnership must undertake an audit of problems, consult with community interests on their concerns, select priorities, adopt a new three-year strategy, agree on specific targets and implement action plans. Targets for the period 2005-2008 must also be agreed with the Government to ensure that the sum total of all local targets will achieve the national target of reducing crime by 15 per cent by 2008 (compared with the baseline period 2002-2003).

Argentina, Belgium, Chile, France, the Netherlands, Peru and South Africa have used national initiatives and city safety and security contract mechanisms to encourage and guide action at the city level. In the Philippines, crime prevention policies include a mandate to all city governments to develop integrated area/community public safety plans with the community, police and other agencies. Australia, Denmark and New Zealand have long-established cooperative crime prevention mechanisms at the level of the local authorities. Australia and Canada have invested in research and project development, especially in social and community crime prevention. Hungary has recently developed its National Strategy for Social Crime Prevention on the basis of the Guidelines for the Prevention of Crime. Many developed countries have placed particular emphasis on evidence-based research and practice and have established regional support networks to assist in the implementation of local strategies.

Comuna Segura: the Safer Community Programme in Chile[34]
Comuna Segura was launched as a pilot programme in 2000 by the Ministry of the Interior of Chile and will be established in 70 communities nationwide by 2005. The programme provides a framework and funding structure for community projects designed to reduce crime in targeted communities. Citizens are recognized as major partners with their municipalities and the police. Community participation is encouraged through ''community councils for citizen security'' and plans are developed and implemented on the basis of careful diagnosis. Other national initiatives include the Safe Neighbourhood Programme, begun in 2001, targeting the most vulnerable areas with drug problems, and the Quadrant Policing Plan, establishing community-based policing which was initiated in 1999.

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[30] S. Lab, Unresolved Issues for Crime Prevention Research (Washington, D. C., 2004).

[31] Krug and others, op. cit.

[32] See the Guidelines for the Prevention of Crime (Economic and Social Council resolution 2002/13, annex).

[33] Crime Prevention Digest II ...; and Lily-Ann Gauthier and others, 100 Crime Prevention Programs to Inspire Action across the World (Montreal, Canada, International Centre for the Prevention of Crime, 1999).

[34] L. Dammert and A. Lunecke, La Prevencion del Delito en Chile, CESC (Santiago, Centro de Estudios en Seguridad Ciudadana, 2004).

Community Crime Prevention in Peru[35]
Peru is emerging from 20 years of internal conflict that caused the loss of some 70,000 lives. It has begun to reform its police and respond to the increasing level of public insecurity using the National Citizen Security System. Created in 2003, the System mandates citizen security committees at the national, regional, provincial and local levels. The local committees are multisectoral: they are chaired by the mayor and their members include representatives of police and justice systems, health, education and civil society organizations. The committees develop local safety diagnoses and implement and evaluate their strategic safety plans. Six pilot cities have received funding and techni-cal assistance to develop their local safety diagnosis. Strategic safety plans include improving public space and parks, establishing programmes for youth and against substance abuse and enforcing municipal regulations. The local committees have been encouraged by a competitive grants programme and tool kits, and the results have been evaluated.

2. The Role of Local Authorities in Developing Comprehensive Strategies

Providing a safe and secure environment for their citizens is one of the primary roles of local governments. Since crime and victimization occur at the local level, local governments have a key role in the development of safety and security, and such governments are in a strategic position to act effective-ly. Local authorities control land use, infrastructure, basic services, local social and economic policies and access to justice and above all they influence and shape local decision- making.[36] An increasing number of cities have taken on such a leadership role, developing integrated mechanisms in city administration and working cooperatively with local institutions and other partners to develop community-wide prevention strategies.[37] They work in cross-cutting or ``whole-of-government'' ways, using sound knowledge and infor-mation systems to aid their strategic planning and implementation.

The work of the UN-Habitat Safer Cities Programme exemplifies this approach. The Programme, established in 1996 at the request of African cities to address urban violence and security issues, now includes 15 city-level projects around the world. It helps to build the capacity of local govern-ments to develop integrated crime prevention plans and initiatives, through good governance, improved criminal justice responses and social and situational approaches. It has two target groups: youth; and women and children.

Safer Cities Programme in Dar es Salaam
The Safer Cities Programme in Dar es Salaam was established in 1997 to coor-dinate and strengthen local crime prevention capacity, in partnership with the local stakeholders and communities. It has resulted in the appointment of a local coordinator and the establishment of a permanent office within the municipal council, as well as a network of neighbourhood coordinators. Safety audits on women's safety and victimization surveys of crime and insecurity have been carried out to provide the basis for the development of the city safety strategy. The Programme has focused on changing attitudes to crime,

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[35] Partnership initiative between the Ministry of the Interior of Peru, the Centro para la Promotion de la Seguridad Ciudadana (Instituto de Defensa Legal), the Centro para la Promotion de la Seguridad Ciudadana (CENPROSS) and the Open Society Justice Initiative.

[36] United Nations Human Settlements Programme, The Challenge of Slums: Global Report on Human Settlements (London, Earthscan Publications, 2003).

[37] Margaret Shaw, The Role of Local Government in Community Safety, Crime Prevention Series No. 2 (Montreal, Canada, International Centre for the Prevention of Crime, April 2001); and Délégation interministerielle à la ville, Politique de la ville et prévention de la délinquance (Paris, Collection Repères, 2004)

promoting a culture of adherence to the law. In response to the high level of youth unemployment, the Programme has provided skills training and cultural activities, including the recruitment and training of unemployed local youths to act as night-time security guards and a series of income-generating and skills training projects to support them.

3. Strengthening Community Policing and Community Partnerships

Work to involve civil society and strengthen communities and neighbourhoods has been carried out through a variety of community forums and targeted programmes. Countries are increasingly establishing community-oriented policing systems, as the Philippines has recently done. It is, however, not always easy to develop effective community policing or to transform local police services so that they are more proactive and work in partnership with local government and the community. In Cape Town, South Africa, a community action planning process has been used to bring local communities together with the police to map and analyse where crime occurs and to develop solutions, while the Western Cape has used a community participative strategy (Bambanani) to improve its service delivery methodology.[38] The development or extension of community policing to cities or slum areas provides another example of partnership alliances that help to build better relationships between the police and slum dwellers, in addition to increasing safety and security. In Mumbai, India, a partnership between socially excluded slum communities and the local police has been established. In the State of Enugu in Nigeria, community safety forums are being established to help strengthen informal policing, which has emerged in poor communities.

Community Police Stations in Slum Districts in Mumbai, India[39]
Recognizing the need to improve relationships between slum dwellers and the police, the police in Mumbai have started a partnership with community organizations to provide police services in the slums. The slums house more than half of the city's population of 15 million. Slum police panchayats, each with 10 local representatives and a police officer, have been set up in 65 slums.

Informal Policing and the Development of Local Community Forums in the State of Enugu in Nigeria[40]
Concern about safety and the use of informal policing, including mob action, is widespread in Nigeria. Participants in a study in four states indicated that their main safety and security concerns were personal protection from criminals, especially armed robbers; protection from harm associated with political thuggery; prevention of violent conflict; eradication of police corruption and brutality; and protection of property from theft and destruction. A series of community safety and security forums are being established, with partnerships involving the local government, the police and the informal policing structures and local stakeholders, including women and non-indigenous groups, to strengthen community representation, human rights and accountability.

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38 Susan Liebermann and Justine Coulson, ``Participatory mapping for crime prevention in South Africa: local solutions to local problems'', Environment and Urbanization, vol. 16, No. 2, pp. 125-134; and Bambanani ``Unite against Crime'' (Cape Town, Department of Community Safety (Western Cape), 2004).

39 A. N. Roy, A. Jockin and A. Javed, ``Community police stations in Mumbai's slums'', Environment and Urbanization, vol. 16, No. 2, pp. 135-138.

40 Etannibi E.O. Alemika and Innocent C. Chukwuma, The Poor and Informal Policing in Nigeria (2003).

4. Integrating the Safety of Women and Girls into Urban Strategies

There is now growing action globally to prevent crime and violence against women and girls, including violence in the home and in public spaces, and trafficking. In a number of countries, national and municipal governments have begun to take account of gender and integrate women's concerns and needs into urban safety planning and prevention strategies.[41] They have established partnership projects with community organizations, the police, the justice system and other services, and there is now an increasing range of good practice projects and tools from developed and developing countries. These include working with women from minority groups and recent immigrants. Local authorities, with the support of the national and regional authorities, have also begun to play a greater role in the prevention of trafficking in women and children.

There is an increasing range of data information systems and tools to assist in the development of local crime prevention strategies. Apart from police data, theyinclude victim and participatory surveys, safety audits, social mapping, the use of accident and health data in violence prevention planning, regional observatories and centres monitoring crime and social problems, guides on developing, implementing and evaluating strategies and projects and evidence-based research and good practice. In the absence of accurate police data, for example, the local governments of Bogota and of Diadema, Brazil, have been able to reduce the incidence of homicides by using social and health data to pinpoint areas of high risk. The UN-Habitat Safer Cities Programme has developed a local crime prevention tool kit. This builds on the Guidelines for the Prevention of Crime, and the experience of working with cities in developing countries and provides detailed practical guides on the process of establishing a local strategy; technical guides on the role of partners, environmental design, community policing, victim surveys and mapping techniques; examples of good practice; and training modules.

C. Youth at Risk in Urban Areas: Effective Strategies and Good Practice

1. Inclusion and Participation

Local governments are paying increasing attention to the needs of young people, especially youth at risk, in the development of their urban crime prevention strategies. This is often done as part of an overall youth plan rather than as a series of unconnected initiatives. Experience suggests that the most effective approaches are those which: (a) work to include, rather than exclude, young people; (b) work with a range of local services and partners, including community organizations; (c) balance investment in early intervention, social education and citizenship with the development of ``connectedness'' with crime control approaches; (d) target and tailor programmes to strengthen the factors that protect specific areas or groups at risk, using well-designed and well-implemented programmes, including community- based alternatives to incarceration. The examples below illustrate some of the kinds of programmes and approaches that have been effective in building protective factors to reduce crime and victimization among youth.

Promoting the participation of youth at risk in urban crime prevention strategies is increasingly being seen as an important way to respond to their social exclusion and develop effective interventions. Young people are a major source of knowledge of their own needs and of what can be done, are well placed to talk with and influence their peers and can act as powerful researchers, trainers, advocates, and designers of programmes and projects.[42] This can range from the analysis, design and implementation of projects in public spaces with young people,[43] to projects with youth gangs in Argentina, Brazil or Guatemala, street youth in South Africa or relations between indigenous youth and police in Australia. Prevention programmes targeting youth gangs generally aim to prevent youth from joining gangs or to help

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[41] Policy Dialogue Series: Number 1; Women and Urban Governance (United Nations Human Settlements Programme, May 2001); see also the Declaration of Bogota: Safe Cities for Women and Girls, adopted by the Second International Conference on Safe Cities for Women and Girls, held in Bogota from 22 to 25 November 2004; see also the Women's Safety Awards 2004 (www.femmesetvilles.org).

[42] Policy Dialogue Series: Children, Youth and Urban Governance

[43] Rob White, Public Spaces for Young People (Canberra, Commonwealth Attorney-General's Department, 2002).

them leave gangs. They include school-based educational programmes and programmes in high-risk areas that target existing or potential gang members, offering alternative social networks, life skills, education and training and community support. Promoting the inclusion of street children through the development of city partnership projects can be an effective way of responding to their needs and minimizing the use of criminal justice responses.

> *Othandweni Project in Johannesburg, South Africa*
> The goals of the Othandwendi project in Johannesburg are: to act as a guardian for street children and provide alternatives to life on the street; to protect their human rights; to get children off the streets and reunite them with their families; to empower youth at risk; and to minimize institutionalization. The project began as a scheme for feeding street children and has expanded to include basic care, to act as a guardian in court proceedings, to provide sports, recreational and life skills, health-care education and support, especially in connection with HIV/AIDS, a refuge for abandoned babies and a training project for business and practical skills, all with a view to helping such children develop alternatives to the street. It works closely with a range of local authorities and community partners.

An increasing range of programmes (for example, in Australia, Canada, Costa Rica and Thailand) now respond to the particular experiences and needs of young men and young women, including young women's vulnerability to sexual exploitation, child and youth sex tourism, witnessing family violence, and the development of gender sensitivity among both young men and women.

2. Integrated and Comprehensive Strategies

Schools help to transmit social values and ``connectedness'', as well as education and life skills. They are a very effective site for the prevention of youth crime and victimization, especially when programmes work closely in an integrated way with parents, the police and other local services, their neighbourhood and community organizations.[44] Effective comprehensive approaches work to prevent bullying in schools, provide support to at-risk children, promote educational and skills learning, and involve parents, local businesses and the community. Other school-based programmes provide incentives for youth to stay in school, a major factor protecting young people from offending. Mediation and restorative approaches have also been effective in a number of countries to prevent violence and the escalation of problems, and build skills and alternative ways of resolving disputes. This includes school-based conflict resolution, social agents mediating disputes in public spaces or on public transport, and neighbourhood-based forums for resolving disputes (for example, in Australia, Canada, France, the United Kingdom and the United States).

> *The ``Together We Light the Way'' Project in Canada and Trinidad:*
> *Promoting Safe and Caring Communities through Schools.*
> Together We Light the Way, a school-based early intervention project to build resiliency and responsibility in children 4-14 years of age, brings together partners from business, community service, the police, staff, students and parents to improve learning, employability, non-violent responses, attitudes, values and behaviour among students. The project has been developed, successfully evaluated and replicated in a number of provinces in Canada, with the support of the National Crime Prevention Strategy, and is being implemented in Trinidad as well.

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44   Margaret Shaw, ``Comprehensive approaches to school safety and security'', paper presented at a seminar on school safety and security, Paris, 12_14 December 2003

45   The organization Crime Concern provides technical support to over 700 Youth Justice Board initiatives (www.crimeconcern.org.uk).

3. Balanced and Targeted Approaches

Integrating prevention with both child development strategies and the wider youth justice system helps create a more balanced response to youth offending and victimization. In England and Wales, for example, all local authorities have been required since 2003 to adopt prevention strategies for persons up to 19 years old and to implement targeted initiatives to help those considered at risk of getting into dif-ficulties. Many of the programmes are based on partnerships between local authorities and services and community organizations at the local level, with on-the-ground project technical support and advice from non-profit organizations.[45] Khulisa, a community-based organization in South Africa, works with the local authority and youth and correctional services to provide youth leadership, income generation and non-custodial programmes, education and training programmes in custody and post-release support and training to help reintegrate youth into the community. In Argentina, the Programa Comunidades Vulnerables (vulnerable community programme) has worked to support youth in the most vulnerable barrios of Buenos Aires, developing a range of life and job skills, education and cultural activities and micro-enterprise support. Mentoring programmes for youth at risk and youth already in conflict with the law, developed in countries such as France, the Netherlands, the United Kingdom and the United States, have been found to be effective in reducing offending. They include close one-to-one relationships with adult mentors, often combined with education and skills training programmes.

D. Challenges for Effective and Sustainable Safety

While there have been many achievements, there are, nevertheless, barriers to develop-ing effective, integrated crime prevention in urban areas. Integrating crime prevention with other services at all levels of government is not easy. Reducing corruption at the level of the local authority and police reform are major challenges for many developing and post_conflict countries and cities; re-training existing staff and the development of viable alternatives that promote safety and security require much persistence, time and resources. There is, however, considerable knowledge to be shared on how those challenges have been overcome. Much can be learned by exchanging experiences, both between cities and between countries.

1. Capacity-building

Implementing and sustaining strategies and programmes require both sufficient invest-ment in programmes and resources beyond pilot initiatives and the embedding of strategies within existing local government practices. Structural changes to decision-making and management practices may be needed. Local governments need continuing support from Governments at the subregional and national levels. Many developing countries and cities endorse international guidelines and agreements on crime prevention but lack the resources, knowledge and capacity to put them into effect or sustain them. More targeted technical assistance and support need to be provided. This includes support for the development of strategies, management and data collection systems, project implementation, monitoring and evaluation, and communication tools. This can be facilitated by donor countries, as well as regional and city-to-city col-laboration and exchange. Training, support and capacity-building need to be built into projects and initia-tives, and more attention needs to be given to the needs of practitioners on the ground, including city man-agers and safety coordinators, for example, through city- to-city exchanges. The UN-Habitat Safer Cities Programme brought together African mayors in 1998, 2002 and 2003 to exchange experience and strengthen capacity. It has also supported two conferences on youth at risk: one in Africa in 2002 and the other in Latin America and the Caribbean in 2004. The International Centre for the Prevention of Crime is developing an international training institute, and its city exchange programme is linking together the cities of Montreal, Bordeaux and Liège over a two-year period to develop responses to insecurity.

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[45]   The organization Crime Concern provides technical support to over 700 Youth Justice Board initiatives (www.crimeconcern.org.uk).

2. Empowering Communities and Civil Society

Developing crime prevention partnerships and working collaboratively with the community can be difficult. It is often easier to focus on direct interventions, for example, with individual youth already in conflict with the law. Cities need to give greater attention to supporting and assisting partnerships with civil society, including the private sector. This includes the challenges of integrating gender issues and the prevention of intimate violence, as well as women's safety in public space, into all urban strategies. New approaches are needed that recognize the increasing complexity of family structures and diverse ethnic and cultural communities. Mobilizing and engaging representative and meaningful participation with communities requires local governments to actively develop partnerships that are truly inclusive and not restricted to token consultation. This means seeking the views and engaging with ethnic minorities, or youth at risk, for example, in the gathering of data and information, analysis of problems and solutions and the design and implementation of initiatives. It means embedding that participation in ongoing decision-making in the city or neighbourhood.

3. Balancing Short- and Long-term Objectives

Responding to immediate needs and public concerns about safety is not straightforward. Public or political pressures for tough criminal justice measures may not bring long-term benefits. For example, the use of curfews for young people, tough police crackdowns and reducing ``incivilities'' associated with panhandlers, drug abuse or prostitution can all increase the social exclusion of young people and other marginal groups. Similarly, too great an emphasis on situational or environmental prevention may benefit wealthier residents and the business community but deflect crime to other neighbourhoods, without addressing the factors leading to offending. Immediate responses to public safety are necessary after natural disasters or sudden increases in violence, but such responses need to be balanced with longer-term initiatives. Governments at all levels need to work to shift public opinion about crime and its causes and the gains from crime prevention, including through working with the media.

4. Context Sensitivity

One of the most significant recent lessons for crime prevention is the importance of developing or adapting strategies and programmes to the context in which they take place. Much of the research on effective practice has been undertaken in developed countries, where resources and expertise are considerably greater than in developing countries and countries with economies in transition and the political, economic and social histories are very different. Natural disasters, conflicts or HIV/AIDS all bring difficult contexts and risks to urban areas, requiring specific solutions. Over the past 10 years, it has become clear that transplanting solutions developed in cities and countries on the North to the South is neither easy nor always appropriate.[46] One solution is to increase regional cooperation between countries in comparable circumstances. The UNODC South-South project (project GLOR78), for instance, links Southern Africa with the Caribbean, both developing regions with similar problems: high levels of youth violence and guns, high unemployment and income disparities and policing systems that are under reform. Another solution is to focus on particularly challenging cases of crime prevention, for example, in Rio de Janeiro, Brazil, where UNODC is assisting the city authorities in favelas (low-income communities) in reducing drug trafficking and concomitant criminal problems (project BRAR75). Finally, at the international level, one of the solutions developed by UNODC is the electronic Global Youth Network against Drug Abuse (www.unodc.org/youthnet/), enabling sharing good practices among non-governmental organizations involved in drug abuse prevention.

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[46]   E. Pelser, Crime Prevention Partnerships: Lessons from Practice (Pretoria, Institute of Security Studies, 2002); and R. Griggs, Lessons from Local Crime Prevention (Newlands, South Africa, Open Society Foundation for South Africa, 2003).

5. Developing and Sharing Knowledge

Greater attention needs to be given to evaluating crime prevention interventions in specific contexts. Crime prevention strategies must be built on good information, as well as knowledge about effective practices, but not all approaches are easily evaluated. Measuring the costs and benefits of interventions takes time and is often easier for situational or developmental prevention approaches, or single interventions, than for complex community-based strategies that use a range of interventions. Similarly, many early or community-based interventions can only expect to show effects in the long term.[47] Cities need to establish clear goals and targets, as well as good monitoring systems to help them assess whether they are meeting their goals. This will help them establish an evidence-based approach to prevention. It will allow them to be innovative where necessary, instead of relying only on approaches proven elsewhere. Not all programmes are replicable elsewhere, nor should cities expect to evaluate every strategy and project exhaustively. The implications for international agencies and donors is to avoid imposing rigid conditions and approaches based on assumptions from developed country models while still enabling context-related evidence to be accumulated and assessed. The development of tools such as indicators for crime prevention would assist local authorities in the evaluation of initiatives.

IV. Recommendations

The rapid growth of urban areas in many countries, coupled with poverty, growing income disparities and the breakdown of traditional family, social and cultural networks, place those urban areas, and the high proportions of children and young people living in unstable and poor urban environments, at high risk of crime and victimization. Urban youth in many countries experience high levels of violence and crime, associated with drug trafficking, the presences of small arms and sexual exploitation. This facilitates the growth of transnational organized crime, since urban areas provide a ready source of recruitment, clients and support for such activities. This situation presents a major challenge to which international, national, subregional and local governments must respond.

In keeping with the Millennium Development Goals and the Guidelines for the Prevention of Crime and the relevant international conventions and protocols, workshop participants may wish to consider the following recommendations:

(a)   All Member States should be urged to adopt and implement the Guidelines on the Prevention of Crime and international standards and norms concerning the rights of young people;

(b)   Governments should establish comprehensive strategies and policies that enable and support the development of policies relating to urban crime prevention and youth at risk at the local government level. Devolving powers to subregional authorities, working to reduce corruption and providing funding and accountability mechanisms are all important ways in which Governments can assist in tackling local crime problems in urban areas;

(c)   Local authorities should establish integrated, strategic approaches to crime prevention, paying particular attention to youth at risk. This will require local authorities to take leadership and to work in a multisectoral way, involving all sectors of local services and administration, as well as with local community groups, non-governmental organizations, the media, the private sector and civil society;

(d)   Such strategies should pay attention to the inclusion, rather than the exclusion, of youth at risk, including ethnic and cultural minorities, young women and young men, and should promote their participation in making decisions that affect them. The participation of youth in the design and implementation of strategies and policies should be actively encouraged;

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[47]   Daniel Sansfaçon, ``Handle with care: cost_benefit studies and crime prevention'', paper presented at the European Seminar on Costs and the Distribution of Costs of Crime and Disorder and Crime Prevention, Helsinki, 1_2 April 2003.

(e)   Such strategies should be gender-sensitive and include specific provisions for and target particular groups of at-risk youth, including those in the poorest urban areas, street children, those in youth gangs, sexually exploited youth and those affected by substance abuse, by war, natural disasters and HIV/AIDS. Strategies should promote community alternatives to incarceration and support for those released from custody and should use restorative approaches that focus on building individual and community capacities to resolve conflicts before they escalate;

(f)   Interventions should target the most at-risk groups and areas, using, as far as possible, good practices and evidence-based approaches that are adapted or developed in relation to the local context, needs and realities. In doing so, subregional, national and local governments should help to strengthen the factors that protect the most vulnerable, including women and children, and limit the facilitating environment for transnational crime;

(g)   The implementation of strategies and interventions should be monitored and evaluated in terms of their results as far as possible, in order to facilitate the adaptation and broader application of good practice and evidence-based knowledge. Greater attention should be given to the development of tools such as indicators for evaluation and to aid diagnosis and strategic planning;

(h)   The international community, including donors, should work to facilitate and support the development of capacity-building at the local government level, for example, through city-to-city exchanges, and technical assistance and training, both between countries in the South and between the South and the North.

PRESENTATION OF THE WORKSHOP ISSUES:
CRIME PREVENTION IN URBAN AREAS AND WITH YOUTH AT RISK

By Margaret Shaw

Introduction

We are extremely glad to welcome all the speakers and participants here today for this workshop. We would like to thank in advance our distinguished Chair, and all the speakers for accepting the invitation to come to Bangkok to share their projects and experiences internationally.

This workshop responds to two major global and linked concerns: rapid urbanization, and the growing number of young people at risk of crime and victimization. Urban crime is an expanding phenomenon in all regions and many countries. Over 47% of the world's population now lives in urban areas. This is expected to increase to 50% by 2007, with three quarters of the urban population growth occurring in developing countries, and children and young people accounting for more than 50% of that urban population. As a consequence of such increases, environmental and housing infrastructures, employment and job creation are all falling behind, and levels of social exclusion and poverty are increasing in many countries. This places children and youth at particular risk of victimization, exploitation and criminalization.

Globalization has revolutionized the way we look at the world and has spawned new forms of crime that are a very real concern to the world: terrorism and organized crime in particular. The links between urban criminality and trans-national or national organized crime, notably drug trafficking and trafficking in persons, have been well demonstrated in recent years. Transnational crime has increased, a long with certain types of urban crime such as kidnapping, car-jacking and gun-related crime. Too often the official response to problems of safety and security has been reactive and repressive, embracing tougher policing and harsher penalties, rather then building proactive and preventive approaches.

Since 1990, the evolution of crime prevention has been undeniable, with an increasing range of countries and cities around the world embedding prevention strategies into their legislation, or implementing integrated strategies and practice. The adoption of the UN Guidelines on the Prevention of Crime by the Crime Commission and ECOSOC in 2002 marks this progress. These practices include a wide range of preventive approaches - prevention through social development, early intervention, community-based participatory crime prevention, situational and victim-oriented crime prevention, and tertiary prevention which focuses on the reintegration of offenders.

There is increasing depth of knowledge and experience about effective practice, not just about 'what works', but about 'how' to implement strategies and practices. There is more data from surveys and other sources, more tools and guides have been written, and there is much more exchange of experience than in the recent past, for example, through the *Safer Cities Programme* of UN HABITAT, the *South-South Project* of UNODC, or ICPC's City Exchange Programme. There is now greater recognition of the crucial importance of context, and the need to adapt policies to local needs and circumstances, and to involve communities as participants in the development of those policies. There is growing understanding of the links between local crime and transnational organized crime, and of the crucial links between safety, security and development.[1]

Purpose of the Workshop

Drawing on the UN Congress Discussion Paper, feedback from the Regional Preparatory Meetings and the Workshop Background Paper[2], Workshop 3 responds to these challenges, focusing on identifying best practices for crime prevention in expanding cities, and on the success factors for

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[1] See for example *Crime and Development in Africa*. Vienna: UNODC, 2005.
[2] Workshop Background Paper: *Strategies and best practices for crime prevention, in particular in relation to urban areas and youth at risk*.

prevention programmes targeting youth considered at risk. The overall purpose of the Workshop, therefore, is to show how the Guidelines for crime prevention are being applied by national, sub-regional, and local governments around the world. This will be demonstrated with practical examples of good strategies, practices, and tools from a range of countries in the North and South. It is also an opportunity to assess some the major factors which contribute to success or failure of prevention strategies and practice, and finally, to identify the priorities for the future for action on crime prevention in urban areas and youth at risk.

The Workshop has two themes, the first to be addressed in the morning session, and the second in the afternoon:

- **Urban Crime** – crime, violence, and insecurity in the North and the South
- **Youth at Risk** – includes those living in the poorest and most marginal circumstances, those in conflict with the law, street children, those exploited by the drug trade, sexually exploited or affected by HIV/AIDS, war, and natural disasters.

The Challenges for Urban Areas

The major challenges for safe and secure urban areas are clear[3], they include:

- Rapidly increasing urbanization, and the growth of informal settlements
- Migration and immigration, leading to the increasing populations of cultural and ethnic minorities within cities
- Increasing disparities of income and access to services; the expansion of populations experiencing long-term poverty and unemployment
- Increasingly high proportions of children and young people in urban areas, they constitute almost half the urban poor
- Children and young people are including vulnerable to victimization, exploitation, and offending
- Growing crime in urban areas, including violent and organized crime affecting young men especially, which is often facilitated by the drug trade and the traffic in small arms
- Trafficking in human persons and sexual exploitation
- Continuing violence against women and girls.

Pressures on Governments

All of these factors place particular pressures on governments at all levels, but especially on urban governments. They create fear and insecurity among citizens and communities, leading them to press governments to respond swiftly or with repressive measures. This may seem a natural reaction, but such responses are very costly, they do not tackle the range of causes of increasing violence or crime, and they rarely provide long-term solutions.

Recent responses to urban insecurity include increasing resort to the privatization of policing, often to supplement existing police services, or to provide specific protection for particular sectors, populations or businesses. The privatization of public space is a further trend which offers protection for some yet excludes many others. If governments fail to act, or in the absence of policing, a resort to vigilante and mob justice is also found in some countries which has serious implications for access to justice and the rights of citizens.

A breakdown of traditional cultural values and social networks, and of traditional family structures is a further consequence of urban growth, while the spread of HIV/AIDS has devastating implications for families, and entire communities and countries. There is also increasing social exclusion of

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[3] See eg. *State of the World's Cities 2006-7*. Nairobi: UN-HABITAT, 2006.

youth at risk, and of minority populations in urban areas. Finally, the use of arbitrary justice, the prevalence of corruption, and lack of public trust in government, all contribute to what can be seen as a culture of lawlessness.

The 2002 UN Guidelines for Crime Prevention - Basic Principles

The UN Guidelines provide some *basic principles* for the development of crime prevention. These include the importance of *government leadership*; of the need to take account of socio-economic development and *social inclusion*; of working in cooperation and *partnerships*; of building *sustainability and accountability* into programmes from the start; of using the *knowledge-base* which has accumulated over the years to guide the development of programmes and strategies; of ensuring that projects *respect human rights, the rule of law* and help to create a culture of lawfulness; of recognizing the importance of *inter-dependency* between sectors - whether housing, environment employment and criminal justice and security and working transversally as well as vertically; and *differentiation* - recognizing and planning for the needs of particular minority populations or groups.

Effective Urban Crime Prevention

We have now accumulated considerable experience and knowledge about what makes urban crime prevention effective. We know that it requires *national and sub-national support* to facilitate strategies at the local level, and that *local authorities* are key to the development of comprehensive strategies, where crime occurs, at the local level. It is also apparent that effective crime prevention requires some form of *community or local policing* which is problem-oriented and responsive to the local community. It also relies on good *partnerships* between local authorities, the police, and with civil society organizations community and representatives. Effective crime prevention integrates the safety of women and girls, cultural and ethnic minorities, and other vulnerable groups into overall strategies.

Effective Strategies and Practice for at-risk Youth

Young people are often characterized as 'the problem' in crime and violence, and while this is the age group most likely to become involved in delinquency and incivilities, they are also the most likely group to be victimized. Over the years, countless interventions have targeted young people to help reduce their offending or victimization, often with some success. There are, however, some clear indications that effective practice with young people needs to combine a number of factors.

The strategies and initiatives need to be *inclusive*, taking account of the range of young people in a locality or city. They need also to be *participatory*, enabling young people themselves to participate in the development, design and implementation of programmes. Strategies and programmes need to be *planned and integrated*. A piecemeal and unrelated series of youth initiatives does not constitute a programme. Since many factors contribute to young people's involvement in crime, strategies need to be *multi-sectoral* involving a range of service sectors. They also need to be *well-balanced*, including a range of responses from early intervention, social/educational programmes, to restorative approaches and some crime control. For specific at-risk groups, strategies and programmes need to be *targeted or tailored* to their needs, and finally, they need to *respect the rights of children and young people*.

Challenges for the Future

For the future there are clearly a number of challenges, but apart from the *targets* of our concern - urban areas and at-risk youth - there are a number of *ways of working* which will help to meet those challenges.

They include *capacity-building*, through training and technical assistance. It is one thing to set standards or provide examples, quite another to adapt projects and approaches to country contexts,

and in the absence of resources. We should consider the importance of '*accompanying' strategy design and implementation*, rather than dictating or imposing approaches. This is one way to help to *empower communities and civil society*.

Maintaining a *balance between short and long-term objectives* for crime prevention in urban areas and with youth at risk is not easy to achieve and remains a challenge. For the future, while it may be more recognized than in the past, there is still a need for *greater sensitivity to context* in developing projects and strategies. There is a need for continued development and innovation in crime prevention, and for sharing of knowledge. This can be facilitated by greater *exchange of experience*, whether South-South or South-North - in all directions. *Evaluation* of projects and strategies needs to become more routine and built-in, so that we can continue to improve our knowledge of effective practices. This will also help to ensure greater *sustainability and the embedding* of projects and strategies. Finally, good crime prevention strategies can provide cost benefits well beyond reductions in crime as many of the presentations will demonstrate. However, funding and resources are always at issue for countries and cities contemplating the implantation of good strategies. In a sense we have little choice but to plan ahead, and to invest in children and young people, especially those most at risk. The alternatives are much costlier.

We look forward to a very inspiring and productive workshop.

BIOGRAPHY

Margaret Shaw, PhD. is the Director of Analysis and Exchange at the International Centre for the Prevention of Crime (ICPC) where she has worked since 1999. She is a sociologist and criminologist by training, and worked as a researcher and policy advisor in the Home Office, UK for over 20 years before moving to Canada. Before joining ICPC she taught in the Department of Sociology & Anthropology at Concordia University, Montreal, and undertook extensive research on crime prevention, delinquency, prisons, women's offending, restorative justice and policing issues.

KEYNOTE ADDRESS

**By The Honourable Senator Chris Ellison,
Minister for Justice and Customs, Australia**

I am delighted to have the opportunity today to speak on the important topic of crime prevention. As Minister responsible for crime prevention in the Australian Government, it is a subject close to my heart. This Congress offers us a rare opportunity to exchange views and to share experiences and expertise about what works in preventing crime and victimization. It brings together governments, practitioners, researchers, academics and policy makers from the many and diverse fields that are involved in preventing crime in all its manifestations. It provides an opportunity to discuss the types of policies and programmes which have been implemented on a national, regional or local level.

As we all know, serious crime is not local or even national any more. Crime has gone global in response to the globalization of the economy, the development of the electronic village, and the advent of terrorism without geographical borders or localized grievances. Transnational crime in one country is local crime in another and it is a threat to all of us for a number of reasons:

- It exploits the weakest and the poorest in our societies.
- It directly contributes to crime in local communities.
- It undermines democratic institutions and the rule of law.
- It impedes economic growth.
- It supports terrorism.
- And it puts greed and avarice before humanity and compassion.

Australia is absolutely committed to cooperating with the international community and has been active in working through the United Nations (UN) to combat crime. To do this we are pursing a range of initiatives both domestically and internationally.

The relationship between transnational crime and local crime is clearly demonstrated by organized drug trafficking. The transnational supply and trafficking of illegal drugs ultimately ends up in local communities. This then leads to increases in related criminal activities, such as property crime. The results from the Australian Government's most recent survey of police detainees (the Drug Use Monitoring Programme - DUMA) in 2004 showed that just under half of all police detainees interviewed reported using drugs just prior to their arrest; and 61 percent of those charged with a property offence tested positive for illicit drug use - (excluding cannabis and alcohol).

These findings reinforce the point that the drug trade is related to local crime. The DUMA report also shows that drug use is concentrated in young people. For example, over 60 per cent of those who tested positive to methamphetamine were under the age of 30.

Another finding of the DUMA report is that there are very high rates of cannabis use amongst young offenders (69 per cent of males aged 18 to 20 and 71 per cent of males aged 21 to 25), and 70 per cent of offenders who are dependent on illegal drugs have high to very high levels of psychological distress. This is why the trafficking and use of illicit drugs remains a matter of immense concern to the Australian Government. Australia continues to have a very strong anti-drug stance, and reducing the supply of drugs and bringing to justice those criminals and organized crime groups who manufacture, import, and distribute illicit drugs is a matter of the highest priority.

Yesterday at the Congress, I released the Australian Crime Commission's Illicit Drug Data Report on drug trends and seizures. I am pleased to say that the report shows that the Australian Government's 'Tough on Drugs' strategy is working: we are intercepting drugs at our borders, we are catching the drug traffickers, and we are stopping the drugs from coming in. Our law enforcement agencies

arrested over 79,000 people for drug-related offences in the last financial year. They made over 52,000 drug seizures and prevented the importation of more than 11 tonnes of illicit substances valued at billions of dollars. In April 2005, more than one tonne of ecstasy tablets was intercepted at one of our ports. This is the largest seizure ever in Australia, and one of the largest in the world. It demonstrates that we are succeeding in disrupting the international illicit drug trade. We are also undertaking a range of measures aimed at stopping the diversion of legally traded precursor chemicals into the manufacture of amphetamine type stimulants. These successes are reducing the amount of illicit drugs that are available. Australia's law enforcement and health authorities have reported that heroin supply and use have dropped, and in human terms this has meant a significant drop in the number of deaths through opioid overdoses.

'Tough on Drugs' is an excellent example of integrated programme design addressing both demand and supply. Since its launch, the Australian Government has committed more than $1 billion to the Strategy. It includes funding to assist communities to establish support and advice, mechanisms for families, and provides outreach services to link and coordinate pathways to health-related counselling services. A new set of national drug education resources for schools has also recently been developed by the Australian Government. The *Resilience Education and Drug Information Programme* represents a significant investment in the future health and wellbeing of young people in Australia, and the resources focus on resilience building. We have also provided over $400 million to an Illicit Drug Diversion Initiative which supports the diversion of illicit drug users from the criminal justice system into education and treatment. Evaluation findings received to date from the drug courts are positive, indicating reduced levels of recidivism amongst those who successfully complete the programme.

I also want to reiterate the Australian Government's support for the United Nations Office of Drugs and Crime (UNODC). Australia has consistently taken a strong stand against the abuse of illegal narcotics, and we fully recognize the importance of effective international cooperation to combat this global challenge. Australia continues to attach high importance to addressing the problems of international illicit drug control, and we see the UNODC as an important contributor to managing this issue. UNODC's regional operations in the Asia Pacific region are particularly important to Australia's international crime prevention strategies. Australia's total core contribution to UNODC since 1991 is over $9 million Australian dollars. This establishes Australia as one of 20 major donors.

The *UN Millennium Declaration* emphasized the importance of men and women being able to live their lives and raise their children free from the fear of violence, oppression, and injustice. Australians enjoy the luxury of living in a relatively safe and peaceful society; however, crime continues to be one of the most important issues of concern for the Australian community. In 2003, the Australian Institute of Criminology estimated that crime cost the Australian community $32 billion per year.

Over the past ten or so years, a strong evidence base for crime prevention has been developed. Today, the causes of crime are better understood than ever before. These can range from a person's individual characteristics and their relationship to their family and community, to social and structural factors such as education, employment, and housing. We know too that these factors can be deeply embedded, stretching back over generations in patterns that are repeated in seemingly unbreakable cycles. We have also improved our understanding of what can be done to bring about sustained reductions and the long-term prevention of crime - whether through primary prevention, interventions with at risk populations or individuals, or programmes to reduce recidivism. While we still need further research to build the evidence base, there is no doubt that we now know more about what works in both situational and developmental crime prevention.

We have broadened our traditional responses beyond the criminal justice system to include measures aimed at tackling the social and economic causes of crime, including attempting to improve opportunities for individual and community success along the pathways that can lead a person into crime, and keeping them positively engaged in society. Many successful projects are being discussed at the conference. More recently, we have come to recognize that the interventions that make up these new

programmes are likely to have a greater chance of success if they are designed and undertaken as a package of closely linked and coordinated measures. Collaborative policy development, and programme planning and delivery have become features of the crime prevention scene in Australia, though we are certainly not unique in that.Crime prevention has become a coordinated effort involving government and community.

The United Nations' standards and norms provide useful guidance in that regard, particularly the *Guidelines for the Prevention of Crime*, adopted in 2002. I am pleased to note that Australia participated actively in the development of the guidelines, and they have contributed to the development of our national crime prevention policies.

The Australian Government remains committed to addressing crime and its causes at the community level. Youth crime and crime prevention through social development have been key areas of work over several years. We commissioned the influential report Pathways to Prevention which highlighted the importance of targeting multiple risk and protective factors at critical transition points in a young person's developmental life cycle. This report has been much cited both domestically and internationally. A presentation on the successful early intervention project which grew from that research is also being presented at this workshop.

The *National Safe Schools Framework* (NSSF) provides a consistent, national approach to countering bullying and violence in Australian schools, and supports schools to provide safe and happy learning environments. *MindMatters* focuses on how a school can enhance protective factors for good mental health within its students, and builds this into their curriculum, policies and procedures, and partnerships with the local school community.

The *Stronger Families and Communities Strategy* is an Australian Government initiative giving families, children, and communities the opportunity to build a better future. Helping children in their very earliest stages sets the scene for the rest of their lives. With this in mind, the Australian Government has made early childhood intervention a priority, and has undertaken an extensive consultation process to develop a *National Agenda for Early Childhood.* The Strategy also continues to support communities to develop local solutions to local problems, as well as initiatives aimed at building capacity, leadership, and mentoring. Since the Strategy was first announced by the Prime Minister, the Honourable John Howard MP, on 16 April 2000, funding of more than $226 million has been allocated, and more than 660 local projects have been funded.

We recently announced a $58 million *National Community Crime Prevention Programme*. Under the Programme, grants will be provided to grassroots projects designed to reduce crime and anti-social behaviour, improving community safety and security, and reducing fear of crime. Australia also attaches a high priority to combating domestic violence and sexual assault. To combat violence against women, we are increasing community education and awareness programmes, providing better training for community support organizations, and improving the criminal justice system. Targeting family violence and child protection in indigenous communities is also a key priority.

The Australian Government has also identified the development of safer communities as a priority for its work in Indigenous affairs. Focus areas within the safer communities' priority include: family and domestic violence, child abuse and neglect, law and order, substance misuse, community governance, and leadership. We have a number of programmes in place that work to reduce crime and violence in Indigenous communities. These include the Council of Australian Government (COAG) trial sites, leadership development programmes, and community-specific responses. As part of this work, we are identifying gaps in the services that work to create safer communities, and are promoting coordination across levels of government, and flexibility in the delivery of services that already exist.

A Ministerial Taskforce on Indigenous Affairs is providing leadership and strategic direction at the national level, and is advised by a Secretaries Group and a National Indigenous Council. In the States, Territories, and regions, multi-agency Indigenous Coordination Centres have been established and

are managed by an Office of Indigenous Policy Coordination. Governments work in partnership with Indigenous communities which set their priorities and share responsibility for outcomes. The Office of Indigenous Policy Coordination has responsibility for overseeing collaborative policy development and implementation of some programmes that support reductions in crime and violence in communities.

Policing, law enforcement, and prevention are all important parts of the fight against crime and must be backed up by strong democratic processes, accountable governance, and the transparent rule of law. In the *Vienna Declaration on Crime and Justice: Meeting the Challenges of the Twenty-First Century*, member states called for greater regional and international cooperation to create fair, responsible, ethical, and efficient criminal justice systems where they are lacking.

The Vienna Declaration was of great importance to Australia and we have seized the further opportunity it presented to work in cooperation with other member states, particularly with countries in our region, as well as with international and regional organizations and UN agencies.

I am confident that the declaration arising from the Bangkok Congress will provide such a catalyst in international cooperation in crime prevention and criminal justice over the next five years. We cannot allow crime to dominate our world. By working together we can enforce justice and we can ensure peace.

BIOGRAPHY

Following a 13 year career as partner in a Perth law firm, Senator Chris Ellison was elected a Liberal Senator for Western Australia in 1993, and re-elected in 1998 and 2004. Senator Ellison was appointed to his current position of Minister for Justice and Customs in January 2001 and again in 2004. In 2004 he was also appointed Manager of Government Business in the Senate. Senator Ellison has portfolio responsibility for Commonwealth law enforcement agencies including the Australian Federal Police, the Australian Customs Service, including Coastwatch, the Australian Crime Commission, the Australian Institute of Criminology, Australian Transaction Reports and Analysis Centre (AUSTRAC) and CrimTrac. He is also responsible for the National Community Crime Prevention Programme. Whilst Minister for Schools, he established, for the first time, a National Advisory Committee on School Drug Education and oversaw the development of a National Schools Drug Education Strategy.

URBAN CRIME PREVENTION AND YOUTH AT RISK: CHALLENGES TO DEVELOPMENT AND GOVERNANCE

BY PAUL TAYLOR

Introduction

UN-HABITAT is pleased to support this Congress, with the participation of a wide range of actors, some of whom are long-term partners and are involved in UN-HABITAT projects on crime prevention in their respective cities. This workshop focusing on "Urban crime prevention and youth at risk - an urban development challenge" will go a long way in providing insight, good experiences and lessons learnt that can be referenced for future action by cities and governments in both the developed and developing world.

As you know, UN-HABITAT is the lead agency within the UN system for co-ordinating activities in the field of human settlements. UN-HABITAT's operational activities focus on promoting housing for all, improving urban governance, reducing urban poverty, improving the living environment, crime prevention, disaster mitigation, and post-conflict rehabilitation.

Urbanization

According to a recently launched UN-HABITAT report on the State of the World Cities 2004/2005, the **world's urban population** will grow from 2.86 billion in 2000 to 4.98 billion by 2030, of which high-income countries will account for only 28 million out of the expected increase of 2.12 billion. This means that low-income countries will experience very high levels of urbanization. Furthermore, the world's annual urban growth rate is projected at 1.8%, in contrast to the rural growth rate of 0.1%, and by 2030 60% of the world's population will live in cities.

One of the characteristics of this urban phenomenon in developing countries has been the emergence of **marginalized and stigmatized neighbourhoods** associated with the rise of crime and insecurity. These neighbourhoods are frequently referred to as ghettos, slums, favellas, or squatter settlements. At present 930 million people live in slums worldwide. If the trends continue, 1.5 billion people will live in slums by the year 2020, the year when the Millennium Goal of improving the lives of at least 100 million slum dwellers is supposed to be met. Most slum dwellers are excluded from the basic elements of urban life that allow residents to live with dignity. They lack political voice, decent housing, health, education, and rule of law. These urbanization characteristics are generally accompanied by an increase of crime and violence in cities as a whole, and in slums in particular. These increases are sometimes accompanied by predatory and punitive government action against the poor, political fanaticism, and civil disturbance. Such cities and neighbourhoods are unsustainable.

Contrary to common perception, it is not the 'better-off' groups but the urban poor themselves, and vulnerable groups such as women and youth in particular, that suffer most from crime and insecurity. Due to this association, many argue that crime is simply a product of poverty. Things are not as simple as that. It is UN-HABITAT's view that much of urban **crime and violence are products of social exclusion**, a condition that reinforces simple income poverty. Social exclusion has eroded civic values and broken down social support structures, such as the family and the community, generating groups at risk of falling into crime and violence. Urban crime generates a feeling of insecurity that spirals into distrust, intolerance and in certain cases violent reactions such as mob justice. It erodes social capital and creates a culture of suspicion that divides cities. Thus, where there is no culture of solidarity amongst the poor, which is a defining characteristic of exclusion, crime and violence is most frequently poor on poor. This analysis is valid for both North and South.

Corruption and institutional decay is witnessed in many urban areas in a number of countries and involves social groups other then the marginalized and excluded, including the police force, the justice system, and national and local government. These help catalyze a culture of criminality, and frustrates possibilities of an effective response to crime and violence. Transnational crime and the globalization of organized crime, manifested in the trafficking of human beings, arms, or drugs add specific features to the local scenario. These are seldom fully comprehended and rarely referred to in the international debate, but can flourish in the local environment of institutional decay and social exclusion. The local level is therefore an integral part of any strategy to combat transnational crime. It is UN-HABITAT's intention to explore further with UNODC our preliminary discussions about how to collaborate on a programmatic basis to address this linkage.

This potent cocktail of exclusion, crime, suspicion and corruption makes cities inefficient and unproductive, as well as more unequal and intolerant, thus reinforcing segregation within cities. What should be hubs of development and exchange, become fortresses of fear.

Youth

Many cities in our rapidly urbanising world exhibit an **intensification of social exclusion as far as youth is concerned**. There is growing youth unemployment, increased chance of family break up, recruitment of child soldiers, trafficking in young persons, and the impact of HIV/AIDS. Young people are especially vulnerable to such problems because they often lack access to forums that can address their concerns from their perspective. Attitudes amongst adults and in decision-making bodies that see youth as a liability and a source of problems, contribute to further exclusion. This is despite a global consensus that children and youth have rights, as reflected in the 1989 Convention on the Rights of the Child, which underscores their right to be heard and represented.

Addressing **'youth at risk'** in our cities and towns in a practical way that allows the rights of youth to be respected, while taking cognisance that these rights are also accompanied by responsibilities, is a characteristic of good urban governance. We need to strive for **inclusive cities**, which allow for the participation of all stakeholders, including youth, in matters that affect their present and future well-being. Youth's creativity, energy, and capacity for idealistic commitment have to be mobilized to the maximum extent. The capacity of young women and men to do this is best maximized through the **capacity development of organizations representing youth**. These organizations can provide the institutional framework of positive civic values that are the necessary underpinning for development of opportunities for young people to engage with local authorities representing the larger community. Where such youth organizations exist, their capacity needs to be built. Where they do not, they need to be created. Local government has a key role in facilitating this stakeholder driven approach. This is a key message that the UN-HABITAT is sending to all its partners.

UN-HABITAT Initiatives

Let me unpack some of the notions referred to above a little more. UN-HABITAT has launched **two global campaigns**, one for secure tenure and the other on urban governance. The aim of these two campaigns is to reduce urban poverty through policies which emphasize inclusion, equity, sustainability, and social justice. Strategic and operational partnerships with governments, local authorities, non-governmental and community based organizations, the private sector, and UN agencies are crucial to the success of these campaigns.

The Campaign on Urban Governance
The Campaign on Urban Governance aims to increase the capacity of local governments and other stakeholders to practice good urban governance. The campaign visualizes "Inclusive Cities", places where everyone, regardless of wealth, gender, age, race, or religion, is enabled to participate productively and positively in the opportunities cities have to offer. Based on its own experience working with cities, UN-HABITAT has initiated a global debate by arguing that good urban governance is characterized by sustainability, subsidiary, equity, efficiency, transparency and accountability, civic engagement and citizenship, and not least, security. These norms are interdependent and mutually reinforcing.

The Safer Cities Programme
The Safer Cities Programme of UN-HABITAT has, over the past 9 years, developed and implemented citywide crime prevention strategies in several pilot cities around the world that particularly address the two governance values of security and citizenship. **Citizenship** is particularly important in rebuilding social solidarity and social capital. This was recognized at UN-HABITAT's Governing Council held last April, which enjoined the Programme to delve further into these concepts to gain a better understanding of their contribution to good urban governance. Experience gained so far suggests that the stakeholder-driven model for youth inclusion, stressing the development of youth organizations, is one means by which civic values can be enhanced.

The lessons of experience gathered by Safer Cities thus far are captured in programme products such as a **global toolkit on local crime prevention** which will be presented to you later today. The toolkit also makes the Safer Cities approach more accessible and its relationship to national policies and urban development strategies more explicit. It also examines the role of various actors, local authorities, the criminal justice system, as well as civil society. It proposes approaches for developing cities' capacities and expertise in the areas of community safety and crime prevention.

The Local Level

To reiterate, **the leading role of the local authority** in undertaking participatory approaches to crime prevention cannot be overlooked. The local authority can neither be substituted nor have its responsibility delegated to any other local stakeholder. Since 1987, various International Conferences of Mayors held in Montreal (1989), Paris (1991), Johannesburg (1998) and more recently in Durban (2003), have affirmed the role of local authorities as the leaders of local partnerships or coalitions against crime. Local authorities occupy a strategic position to undertake the co-ordination of all local actors.

Nevertheless, we cannot ignore certain realities of local governance in our midst. As has been inferred above, many local authorities behave in a manner that worsens exclusion rather than increases inclusion. The Urban Governance Campaign seeks to persuade local authorities that **the key to inclusion is to engage with civil society organizations**, especially community based organizations, in the development of city priorities, strategies, and in implementation. In the field of security, residents' commitment to protect themselves and their property from crime and insecurity can be tapped into. Traders, businesses, and neighbourhood groups are potential partners for local authorities for good urban governance approaches to crime prevention.

Furthermore, other **UN-HABITAT tools** and documented experiences exist, in addition to the crime prevention toolkit mentioned above, for example on participatory budgeting and on policies for youth that promote inclusion in the context of local policies on crime prevention and youth. In addressing

issues of overall governance by local authorities that affect the crime prevention environment, a *Tool to Support Transparency in Local Government* is available.

Concluding Remarks

Crime prevention issues need to be a priority in municipalities' agendas and urban crime should receive a special focus in national government agendas. Capacity building and exchange of experience has to continue, through city to city collaboration and targeted technical cooperation. In this respect, UN-HABITAT will be hosting the **3rd World Urban Forum** in Vancouver, Canada in June 2006. This Forum, which will coincide with UN-HABITAT's 30th anniversary celebrations, will bring together one of the largest gatherings of cities and other partners - we anticipate some 6,000 attendees - to discuss urban issues, including crime prevention and youth at risk. It is our intention that together with partner networks, UN-HABITAT Safer Cities Programme will convene a Partners' Coordinating Committee to advance global programming on urban safety issues. It is also our intention that in Vancouver, one of the outputs will be the upscaling of our UN-HABITAT Best Practices category on crime prevention and youth at risk to be owned and run by Safer Cities partner networks using agreed criteria. UN-HABITAT's intention is to extend a special invitation to UNODC, to be formally confirmed in due course, to co-organize these special events on crime prevention as reciprocation of our involvement at this event in Bangkok, and as recognition of the close relationship between the two organizations.

As a separate initiative, global indicators on urban crime prevention and the establishment of a ranking of cities worldwide based on quality of life and feelings of insecurity will be developed and input into the UN-HABITAT *Global Report on Human Settlements 2007*, whose theme will be "Urban Safety".

UN-HABITAT hopes that the deliberations of this Congress can become part of the **road map** to Vancouver and beyond. Let the discussions consider the different contexts and approaches to crime in the North and in the South, and provide a basis for technical co-operation where best practices on crime prevention can be replicated and presented to mayors and other city stakeholders participating at the 3rd World Urban Forum.

Let me conclude by reiterating that it is important to recognize that the governance of security is a critical issue for our cities and for urban youth. It is our challenge, the challenge of national and local governments and that of other stakeholders, to develop appropriate governance of security in our urbanising world.

BIOGRAPHY

Paul Taylor is the former Chief of the Urban Development Branch in UN-HABITAT. He was responsible for a number of global programmes dealing with the urban environment, disaster management and safer cities, all of which are undertaken under the umbrella of the Global Campaign for Urban Governance. An urban planner by profession, he has worked in the developing world, mainly in Africa, the Middle East, Asia and the Pacific, for most of his career. Prior to joining the UN, he was a consultant working for a variety of multilateral and bilateral agencies specialising in urban development issues, as well as more generally in institutional development in a number of sectors. He is currently with the European Commission office of UN HABITAT, in Brussels, Belgium.

I STRATEGIES, PRACTICES AND LESSONS FOR URBAN AREAS

PUBLIC SAFETY POLICY IN CHILE: THE *'COMUNA SEGURA'* PROGRAMME
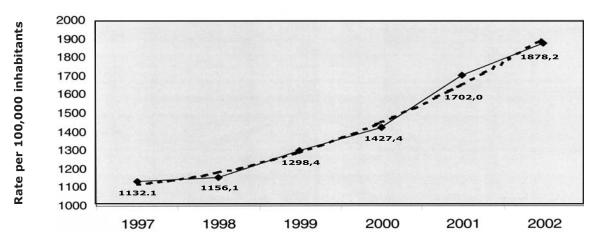
By Alejandra Lunecke

Context

Amount and Evolution of Crime in Chile[1]

Crime is a major concern in Chile today. According to police crime records, the crimes with the Greatest Social Impact *(Delitos de Mayor Connotación Social [2])* increased between 1982 and 1986, then decreased until 1995 and, since 1998, have again risen in a trend that continues at present. Economically-motivated crimes such as theft and robbery have increased at greater rates than others[3].

EVOLUTION IN THE RATE OF REPORTED SERIOUS CRIME DMCS CHILE 1997-2002

The rise of drug-trafficking is another source of worry. Information made available by the Ministry of the Interior demonstrates an increase in drug trafficking in the Greater Santiago area between 2002 and 2004, primarily affecting the lower socio-economic sectors of the main cities, and Greater Santiago in particularly.

Furthermore, despite the lack of reliable data, domestic violence and violence against women are national problems that need to be addressed[4]. Data indicates that children and women are most at risk when at home[5], and that rape and sexual abuse are perpetrated overwhelmingly by men against women[6]. In additions, these violations are most likely to occur in their own homes, by either family members or acquaintances[7].

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[1] *Documento Diagnóstico de la Seguridad Ciudadana en Chile. Foro de Expertos. Ministerio de Interior*, 2004.

[2] According to classification criteria of the Ministry of the Interior, DMCSs include theft, robbery, homicide, rape and assault. The first are classified as crimes against property and the others as crimes against persons.

[3] The term 'violent robbery' includes violent robbery, surprise robbery and robbery using intimidation, according to the statistical breakdown of the Ministry of the Interior in 2001.

[4] Within families, we refer to violence between partners and toward children. Women, besides experiencing physical, psychological, sexual, and economic violence from their partners, may also suffer other forms of violence resulting from male abuse, including sexual harassment, forced prostitution, sexual abuse, rape, and others.

[5] Fifty percent of women who are currently or were formerly married and reside in the Metropolitan Region have stated they have been victim to at least once act of violence from their partners. According to the *Estudio de Prevalencia de la Violencia Intrafamiliar*. SERNAM 2001, violence against women can occur in any socio-economic level.

[6] According to the *Defensoría Penal Pública*, 98% of all sexual crimes are committed by men.

[7] According to the *Servicio Médico Legal*, 81% of victims of rape and 77% of victims of sexual abuse are women, and in 86 % of all cases, the perpetrators were known to the victims *(Pericias Médico Legales en Delitos Sexuales, Servicio Médico Legal,* May 2002). As regards to minors, girls are more frequently abused than boys, and in 92% of all cases, the abuser is related or known to the victim *(Instituto Médico Legal*, 1995).

Feelings of Insecurity

Feelings of insecurity have become a major public policy concern in Chile during the last decade. Though the causes and characteristics of the insecurity are still being discussed, there is no doubt that a high percentage of the public show high levels of anxiety and fear as regards to crime. The first National Victimization Survey indicated that 48% of respondents believe they will be victimized during the next 12 months (Ministry of the Interior, INE, 2003). People reported feeling the most at risk of victimization when in the streets or when using public transportation, buses in particular. Twenty five percent of respondents answered that they think it very likely they will be victimized in the next 12 months, and 61 % feel that it is somewhat likely.

Public Response

The combined concern of politicians and citizens alike made public safety one of the main issues on the public agenda in the early 1990s. Initial responses were repressive and focused on controlling and reducing crime. This is evidenced by the significant increase in prison population during the last decade, which, with a total population of 15 million people, grew from 22,000 inmates in 1990, to 38,000 by the end of 2003. A full 40% of prisons became overcrowded and the incarceration rate swelled to 2.5 inmates per 1000 inhabitants. Due to the obvious failure of the control approach to the crime problem, the door to adopting preventive approaches was already open by the end of the 1990's. Inspired by international experience, these new prevention policies and strategies focused heavily on community involvement, and continue to have an increasingly important role in the discussion of crime reduction policies.

This dynamic stage has initiated a learning process among public officials in which many different projects have been developed. Throughout this process, various challenges and problems emerged, in both the vision and design of the new policies, which lead to reorientations in several areas of preventive work.

The creation of the National Public Safety Policy (NPSP) in 2001, represented a huge step forward in Chile's effort to prevent crime. The NPSP is based on a comprehensive analysis of the issues, taking into account all stakeholders, and the diverse roles they play in responding to crime. The main challenges to implementing the NPSP were the actual development of crime prevention interventions and strategies, building institutional capacities, and developing adequate information technologies.

The main action tools are:

- The Procedural Law Reform *(Reforma Procesal Penal)* of Chile's criminal justice system
- The Quadrant Plan *(El Plan Cuadrante de la Policía de Carabineros de Chile)*
- Various legislative measures
- The *'Comuna Segura'* Programme (Safe Community)
- The *'Barrio Seguro'* Programme (Safe Neighbourhood)

Description of the *'Comuna Segura'* Programme

The *Comuna Segura* Programme is a government initiative started in 2000 as one of the principal government strategies used to strengthen community safety. It was launched simultaneously with the *División de Seguridad Ciudadana* (Community Safety Division), the office responsible for coordinating all agencies involved in public security policy. Since 2001, the Programme has been implemented in 56 municipalities, and, as of March 2005, was further expanded to an additional 15, thus creating a total of 71 *'comunas'* (municipalities) involved in the project

The programme is defined as a community-based strategy working to prevent crime, violence, and fear of crime. The *Comuna Segura* Programme forms part of the government's decentralization efforts aimed at empowering local communities to develop and implement their own public safety policies.

Objectives and Strategies

Purpose

Promote the development of comprehensive and effective crime prevention strategies at the local level, involving both public and private actors.

Objectives

- Strengthen existing institutional capacities at the local level to promote community safety.
- Promote the development and implementation of integrated community safety plans.

Expected changes

With the implementation of the *Comuna Segura* Programme, it is hoped that local governments and other local actors will gain the capacity to develop preventive plans that have a high impact and a clear focus. By definition, the plan is expected to help local governments' to overcome the challenges they faced prior to programme implementation by adopting comprehensive approaches to crime can would guide municipal investment and planning. Knowing that developing integrated crime prevention strategies goes further than the existing repressive approach to crime, the programmes expects to build capacity among local policy-makers to adopt a broader perspective to crime prevention, beyond simple surveillance systems.

The Programme's Main Lines

- **Prevention is the framework:** based on the belief that modern safety policy should be built on crime control strategies that are complemented by preventive strategies aimed at reducing social risk factors.
- **Intervention should be done at the local level:** based on the understanding that crime, violence, and fear of crime reflect the particular characteristics of each local territory.
- **Citizen participation is key:** due to the multiple causes of crime, interventions should be considered with the help of local actors working on the ground, especially at the community level.
- **Promote the allocation of resources according to territorial and social needs:** based on the belief that the most vulnerable communities and social groups should be the first to receive support, which should in turn reflect the respective top priorities of each local area.

Structure

Three different administrative organizations form the basis of the programme:

i.   *Consejo Comunal de Seguridad Ciudadana* **(the Community Council for Public Safety):**
A socially representative forum where local government officials and community members meet to discuss safety issues. The Consejo is responsible for the orientation of local strategies, approving resource allocation, and ensuring follow-up of the former.

ii.   *Secretaría Comunal* **(Community Secretary):**
A professional position responsible for the ongoing diagnosis of city safety and for the design, implementation and follow-up of the Plan Comunal de Seguridad, in charge of coordinating the work of local actors.

iii.   *Mesa Técnica Comunal* **(Community Technical Committee):**
A technical committee made up of community leaders working directly or indirectly in crime preventive programmes or related activities. The committee proposes innovative ways of investing resources, focusing vulnerable areas or at-risk groups, and collaborates in follow-up activities.

Selecting the *'Comunas'* (Communities)

The Community Safety Division selects municipalities based on the Index of Criminal Vulnerability, which looks at levels of education, poverty, unemployment, drug consumption, etc., and crime rates as recorded by the police. Data is updated on a yearly basis and is entered to produce a ranking system which is then used to determine which municipalities will be joining the programme, with the most vulnerable being given the highest priority.

Implementation

The implementation phase begins when the selected comunas are announced, followed by the signing of a *Convenio de Colaboración* (Collaboration Agreement) with between the Ministry of the Interior and each of the respective municipal governments. The Collaboration Agreements stipulate the obligations of each signatory. Afterwards, the Community Secretaries are appointed, based on their technical and personal capacities.

Local Safety Diagnosis

The Local Safety Diagnoses are used to assess the safety situation in a particular municipality. They take into account not only the particular local dynamics of crime, but also consider how these interact with other social and situational risk factors. The Local Diagnoses are also used as the basis for establishing priorities for intervention. Safety Diagnoses adopt an operational perspective, focusing on the fundamental elements to allow specific geographical areas, social groups, and issues to be targeted for future action. Diagnoses rely on a comprehensive analysis of both quantitative data, such as recorded crime or victimization surveys, and qualitative data, including *'Dialogos Ciudadanos'* (Citizen's Dialogues) - forums for community participation and self-diagnosis.

Plan Comunal de Seguridad Ciudadana (Community Safety Plan)

The *'Plan Comunal de Seguridad Ciudadana'* is the main tool used for managing local community safety. It embodies the local safety strategy and provides a comprehensive view of the issues. It is considered the axis around which the programme's work turns and is a fundamental precursor to the transfer of funds to municipalities.

Evaluating Selected Municipal Plans

Every Community Safety Plan and every project submitted to any of the three different funding programmes will be the subsequent object of external evaluation at different times throughout the Programme's development.

Funding Stategy

The general funding of the Programme depends on the Ministry of the Interior. There are three different investment modalities:

    i.   **Competitive Bidding**

Representing 30% of funds transferred to each municipality, targeted investments are destined for implementing those initiatives that due to their design, purpose, and technical support ensure the largest possible impact in the territories chosen by the *Plan Comunal de Seguridad*. Funds are allocated either through the competitive bidding of specialized agencies or are directly awarded by the municipal government. These resources are reserved for psycho-social projects addressing strategic issues such as violence against women and child abuse, school violence, neighborhood violence, or targeting children and adolescents at risk of committing crimes.

ii.   Funds for Community Initiatives:

Funds are used to promote community participation in the improvement of local safety through the financing of community safety projects. Application for funding is open to all organizations who present a project in one of the following areas: situational crime prevention, psychosocial intervention, and safety promotion.

iii.   Incentive Funds for Local Management:

Ten percent of funds transferred to municipalities are destined to finance high impact projects presented by municipal governments, either alone or with other municipalities, who demonstrate proven capacity in security issues (a consistent plan, the efficient allocation of available funds, the project's quality, and the degree of municipal input).

Administrative Structure

The *Programa Comuna Segura* has a two-level management structure, one central and the other local. Until 2004, the management, planning, advisory, and coordination units were concentrated at the central level, and the programme was managed by the *Secretaría Comunal* the local level. This structure has changed over the years and, as of 2005, a new modality has been added. Starting in 2005, a new intermediate management level was created, which is responsible for supervising the various regional areas that encompass different municipalities. At present, the country has been divided into five large regions, and managers responsible for these areas are charged with ensuring that the programme operates efficiently in each *'comuna'*, and with establishing and maintaining links between the actors at the central and local levels.

Main Results

Scope and Focus

After just four years in operation, it is estimated that 3,891,036,000 people have benefited directly from the 2,737 projects that were funded in the same period. It is also thought that most beneficiaries were part of the population deemed at-risk. Programme orientations in 2005 aimed at securing even greater focus in the use of funds.

A total of 2737 safety projects have been funded:

- 1401 projects centered on community participation
- 1100 projects to strengthen community networks.
- 236 projects provide psychosocial support.

Total Investment

During its first four years in operation, a total of 23.3 million USD was allocated to the *Programa Comuna Segura*, concentrated primarily in its Competitive Bidding Fund.

Evaluation / Analysis

The *Programa* has been evaluated by five external institutions: two consultancy firms, two universities, and the Ministry of Finance. Each evaluation analyzed a different aspect of the programme and consequently identified different results, lessons, and challenges. This has allowed the *Programa* to redefine some of its strategies and actions. The lessons learned from the evaluations formed the basis of the programme's restructuring in 2005 - the biggest in its history.

Lessons Learned: Evaluation Based on the *Programa's* Managers' Analyses

In general terms, and according to its managers' view, the programme's main weakness is insufficient targeting of its funding initiatives. The main cause of this situation seems to stem from the centralization of all municipal activities in safety issues around the Competitive Bidding Fund for Community Projects. In the same way, they shed light on other problematic trends characteristic of these funds, such as the concentration of resources in the hands of a few social organizations, or impeding the development of expertise in citizen safety. The programme's funding process has thus prevented development of one or more local level intervention models capable of adapting to the diverse realities of the different municipalities.

Though indispensable for any action plan, the *Comuna Segura* programme did not allow sufficient time for consensual diagnoses to emerge. On the other hand, allowing the Programme to be dependent on the Competitive Bidding Fund has impeded it from realizing its sustainability mandate, which implies that local governments contribute to the programme by providing both funding and human resources for projects. The Programme has not yet develped a way of involving municipal governments to the extent that they ensure the training of municipal staff, and a real appropriation of the *'Comuna Segura'* programme on the part of local authorities.

These limitations notwithstanding, the programme has allowed for advances in crime prevention as evidenced by the experience gained by the *Secretarios Comunales* and the other *'Comuna Segura'* staff members, as well as in the development of some good practices in prevention in some of the countries' municipalities. Furthermore, one of the most important achievements of the *Comuna Segura* Programme is its role in establishing a more comprehensive view of community safety through the inclusion of social prevention.

The preceding analysis led to the proposed reform of the Programme, with the aim of overcoming the problems which had been identified. The proposals included finding ways to align the *Programa Comuna Segura* with the National Citizen Safety Policy, and finding ways of involving the country's municipalities in such as way as to ensure the programme's sustainability. Subsequent changes have allowed for new investment modalities, and, to separate the level of responsibility both at local and central levels, a new intermediate operational level was introduced, based on regional distribution of supervision and strategic orientation powers.

Remaining Challenges

External analyses have shown that the Programme has made significant progress insofar as its model, methodology, implementation, and management are concerned. In this sense, a pragmatic approach to evaluation has allowed managers themselves to effect changes in the intervention models. Lessons through this process allow, now even more than in previous stages, for better conditions to ensure long-term success. The *Programa Comuna Segura*, however, still faces important challenges regarding the accomplishment of its goals and its consolidation as a successful crime prevention strategy.

Propositions made to counter the main challenges stemming from the weaknesses identified in the programme or present in some managerial aspects, include:

i.   **Eliminating the Competitive Bidding Fund to Increase the Programme's Efficiency**
Given the Programme's limitations in important aspects such as capacity transfer, appropriation of methodology, and a comprehensive structure encompassing local governments and the community itself, it is necessary for the Programme to end its 'open bid' modality and replace it with medium and long-term prevention strategies that will continue past the initial year of implementation.

ii.   **Effective Co-Production**
A first challenge is achieving greater levels of collaboration and coordination at the central level between the *'Comuna Segura'* and other sectoral programmes, and at the municipal level to realize effective co-production in prevention matters. Even if significant measures have been taken,

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it is important to remember that community participation alone is not enough to obtain good results, as was the case with the initial approach which guided the programme until 2004. In this sense, collaboration, coordination, and continuous action on the part of the central government, local governments, and the community are indispensable prerequisites to a successful initiative. To this end, the programme must make significant progress in transferring knowledge and building capacities for multi-sectoral local management. The programme must also provide technical assistance and disseminate specific knowledge of crime prevention to local and community partners. Coordination with the work of other state agencies present in each region must also be changed to be made more effective.

iii.　Including Medium and Long-term Implementation Strategies

The results and impacts obtained in the first few years, which were relatively low compared to what the programme hoped to achieve, prove that the time allocated to local level implementation ought to be revised. Flowing from this is the belief that prevention strategies will have low impacts unless they are precipitated by a comprehensive and participatory diagnosis by the main actors involved. In the original design, the diagnosis took one to two months and was completed by the *Secretario Comunal*. This way of producing safety diagnoses results in "X-rays of social reality", but not in the identification and appropriation of issues by the Programme's actors. This undoubtedly has a negative impact on the design and implementation of the Action Plan, which fails to consider medium and long-term strategies and to channel resources and initiatives in the most efficient way.

iv.　Decentralizing Prevention

To achieve greater levels of decentralization, the programme must allow for greater managerial flexibility. As mentioned, the *Comuna Segura* Programme was weak in instilling the capacities necessary for allowing prevention strategies to become sufficiently sustainable to ensure their long-term continuity. The process of implementation has drawn attention to the tensions and obstacles that arise when a central government policy intervenes at the local level without first establishing points of convergence between the aims of the local authorities and the central government. Analyses made by the central government's technical team *(División de Seguridad Ciudadana)*, as well as by some mayors and *Secretarios Técnicos*, confirm that these challenges can only be overcome if mayors cogently integrate the programme's goals into their own policies, and if the programme allows for enough flexibility - both managerially and technically.

v.　Redefining Community Participation

Redefining the type of community participation promoted by the programme is another challenge. The *Programa Comuna Segura* must confront this issue as soon as possible and decide on the significance and the scope of community participation in crime prevention initiatives. The notion of community participation as used by many Chilean social programmes involves certain risks to goals and results since the modalities of participation are not necessarily designed to achieve greater levels of appropriation of the issues, to increase the sense of responsibility of the community, or to empower the community.

vi.　Affirming the 'Supra Municipal' Approach

Crime and violence are multidimensional, responding to multiple causes. It is for this reason that a multi-agency approach is a prerequisite to achieving positive results. This implies acknowledging that in a given urban setting, the actors, actions, and crime scenes and violence are related and interconnected, and shift, or move, without territorial distinction. Even if, taking this into account, the programme has made progress in defining 'supramunicipal' areas that include

many municipalities in order to improve management, a more comprehensive approach, including more coordination at this new regional level, must gradually be adopted. Without it, the programme runs the risk of limiting both overall and integrated action, and risks leaving out the actions that take place outside the municipal sphere, which are nonetheless essential to achieving the programme's goals.

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BIOGRAPHY

Alejandra Lunecke received her Bachelor's Degree in History and Political Science from the Catholic University of Chile. She is currently a teacher and researcher at the Jesuit University Alberto Hurtado, and an expert in crime prevention policies in Latin America and Chile. She has worked in non-profit organizations, the Center for Studies on Public Safety of the University of Chile, and is currently the Coordinator for the Urban Safety Studies Center at the Chilean Jesuit University - Alberto Hurtado.

She has focused her work and research on human rights issues, crime prevention policies, community participation, public policy evaluations, and violence in delinquent-prone communities and stigmatized neighbourhoods. She is currently an advisor to the Chilean Government, and is completing diagnoses and action plans in neighbourhoods facing high levels of violence as a product of drug trafficking.
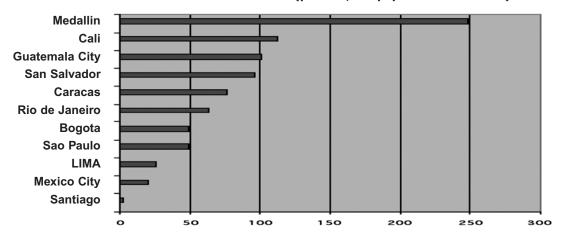
LOCAL CRIME PREVENTION IN PERU

By Mayor Salómon Hugo Aedo Mendoza and Rachel Neild

Peru is a country of 27 million in Latin America's Andean region. It covers arid coastal, jungle, and extensive mountain areas with a majority indigenous populations living in extreme poverty. After 20 years characterized by a brutal insurgency and an equally brutal anti-terrorism campaign, and then by deeply authoritarian and corrupt government, the government of President Alejandro Toledo came into office in July 2001 with a democratic reform agenda.

As illustrated in the graph below, in comparative terms for Latin America, Peruvian crime rates are relatively low, but recent years have witnessed rising concern with public security issues. Public perceptions of insecurity are exacerbated by the weakness of the police and judicial system, and characterized by consequent low indicators of public confidence in the police.

COMPARATIVE HOMICIDE RATES FOR LATIN AMERICAN CITIES (per 100,000 pop. data circa 1995)
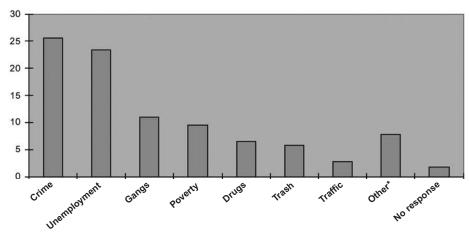
Source: IDL, Inseguridad Ciudadana y Delito Común, Carlos Basombrio

In February 2003, in the context of an institutional reform of the Peruvian National Police, Congress passed Law No. 27933 creating a National Citizen Security System *(Sistema Nacional de Seguridad Ciudadana* or SINASEC). Although other Latin American countries have greater experience of crime prevention than Peru, this is the only national, legislatively mandated crime prevention system in the region.

The system is mandated to formulate, promote, and coordinate national crime prevention policy. It is multi-sectoral, led by the Minister of the Interior, and includes representation of the primary social agencies in the country. The core of the system lies in the Local or District Citizen Security Committees (CODISECs), which are in the process of being created at the municipal level throughout Peru. Reflecting the multi-sectoral structure at the national level, the district committees are presided over by the mayor of the locality, and include the police, judicial, health, and education sectors, as well as organized civil society. The CODISECs are mandated to develop a local security diagnostic, develop and implement a local crime prevention plan, and to evaluate the process, including evaluating official and police perform-ance.

The Justice Initiative / *Instituto de Defensa Legal (IDL)* project works in six pilot sites (see map below), all of which are in low income areas. In every community, the initial surveys found that crime was identified as the primary problem in the neighbourhood. It is worth noting the extremely low ratio of police to population.

MAIN ISSUES OF PUBLIC CONCERN IN PILOT SITES
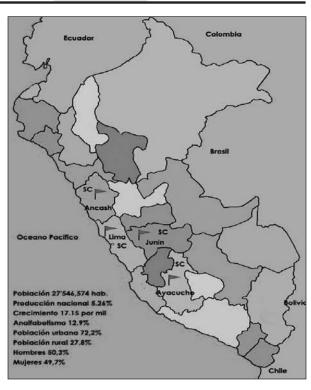
* "Other" included water, health, prostitution and corruption.   Source: IDL/Justice Initiative 2003

Site	Characteristics	Population	Police presence
Bambamarca, Cajamarca	Rural town & countryside	13,000 & 48,000 61,000 total	1 police station 16 officers
Chilca, Huancayo, Junin	Municipality in provincial capitol	87,000	1 police station 20 officers
Chorrillos, Lima	Lima municipality	271,000	4 police stations 154 officers
Nuevo Chimbote, Chimbote	Recent slum settlement	140,000	1 police station 20 officers
San Juan Bautista, Ayacucho	Municipality in provincial capitol Huamanga	32,000	1 police station/ 20 officers in Huamangafor for pop. of 220,000
San Juan de Lurigancho,	Lima municipality	876,000	8 Comisarias 900 officers

The Main Project Activities

Extensive training and capacity building has been a major focus of the project. Training has centered on building awareness of human rights, law and criminal procedure, and of the new system and basic elements of crime prevention approaches. Training has targeted all of the members of the CODISECs, placing a strong emphasis on the community. Basic manuals, radio and TV spots have supported these activities. Ongoing activities focus on incorporating crime prevention plans into local integrated development plans and the participative budgeting process that is nationally mandated in Peru's decentralization law.

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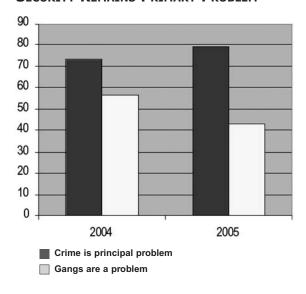
Additional aspects include:

- Coordination with police - including initiatives to improve communications and police response.
- Community organization in *Juntas de Vecinos* - neighbourhood watch structures undertake joint patrols with police in several sites, including successfully targeting drug houses.
- Youth crime prevention with school patrols, education and recreational initiatives - including building sports fields, alcohol-free rock concerts and public festivals, kids bicycle parades, and poster competitions.
- Recuperation of public space - introducing some street lighting.
- Public health campaigns - focuses include alcohol consumption, domestic violence, and gangs.
- Focusing on risk factors - closing unlicensed bars.

As a pilot initiative, it is key to develop strong data on project impacts in order to provide a persuasive demonstration effect. The project has conducted two sets of local surveys - at the start to develop base-line data, and repeated in March 2005 to evaluate impacts.

The survey results from the district of Chilca, for example, demonstrate that crime is still viewed as the primary problem, with a slight increase in concern from 73.3% in 2004 to 79.1% in 2005. Gangs, however, are viewed as less of a problem, going from 56.6% in 2004 to 42.7% in 2005. There was also an improvement in sense of safety in the area, with those feeling more or less safe increasing from 35.5% in 2004 to 49.2% in 2005, and the percentage of those feeling very insecure going down significantly from 27.1% to 8.1%. Conversely, those feeling somewhat insecure also increased from 31.1% to 35.7% in 2005. This finding is reflected even more strongly in the perception of crime rates, with those saying that crime has increased locally going down from 63.6% in 2004 to 30.2 % the following year, and 33.4% saying that crime had gone down compared to only 13.5% saying that it had increased. Most striking in the survey findings is the concrete impact on victimization. Incidents of street robbery dropped from a victimization rate of 37.6% in 2004 to 25.3% in 2005. There was also a drop in the rate of victimization by residential burglaries, though not statistically significant, from 21.3% to 19.5% for the same time period. The margin of error on the survey is 4.8% on a sample size of 431 interviews. It is worth noting that crime-reporting rates have also increased, from 4.7% to 14.8% for street robberies, and from 13.5% to 19.5% for house burglaries, from 2004 to 2005, respectively.
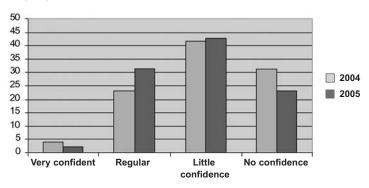
We see less change in confidence in public authorities, with some increase in confidence in the police, but very little change for the Mayors.

SECURITY REMAINS PRIMARY PROBLEM

- ■ Crime is principal problem
- ☐ Gangs are a problem

PERCEPTION OF CRIME RATES
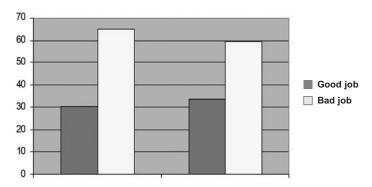
- ■ Crime has gone up
- ☐ Crime has gone down

CONFIDENCE IN POLICE

APPROVAL RATINGS OF MAYOR

In terms of the specific prevention activities that the community is aware of, the neighbourhood watches stand out by far. These findings will all be presented in greater detail and for all of the pilot sites in a project report published in September 2005.

Some Successes

- A high degree of community mobilization and capacity building, with large numbers of neighbourhood watch groups created in each area.
- Improvements in inter-agency coordination and action.
- An emerging new discourse about crime and crime preventive, versus the traditionally repressive policies.
- Strong interest in the project from mayors across Peru.
- Reductions in rates of victimization.
- Improved perceptions of safety.
- Slight improvements in confidence in some institutions.

Some Challenges:

- Identifying causality: It is difficult to determine direct causality between project activities, or different elements of project activities, and the results obtained. In the final report of the project we plan to cross-reference results of the local self-evaluation processes with the survey results to see what causal links may emerge.
- Weak national political support: Six Ministers of the Interior in five years has resulted in a lack of political backing and resources for the system.
- Weak police support: Police engagement depends on the local individual commander, rather than national.

- <u>Lack of resources:</u> the system creates an unfunded mandate and Mayors have difficulty finding even modest resources for local projects. The work of the local coordinators paid for by project funds must be taken up by municipality personnel if progress is to be sustained.
- <u>Institutional discontinuities:</u> particularly in the police, personnel turnover means reinitiating contacts and training with each change.
- <u>Political turn-over:</u> National elections in April 2006 and local elections later the same year will change the political terrain for crime prevention. We hope that the incoming government will see the importance of this agenda and that we will be able to bring the experience of this project to new authorities in the Ministry of the Interior and see a new and dynamic leadership at CONASEC take the system forward.

I will now pass the floor to my colleague from Peru, Hugo Aedo, Mayor of San Juan Bautista, Ayacucho, who will describe his experience of leading a CODISEC. I am delighted that he could be here with me and wish to thank the United Nations and the organizers for providing the opportunity for us both to present this work.

According to Peru's *Instituto Nacional de Estadística* (National Statistics Institute), the province of Ayacucho has an estimated 220,000 inhabitants. The small district of San Juan Bautista has some 32,000 inhabitants based on the 2004 census. Throughout the 1980s and the greater part of the 90s, Peru, and especially Ayacucho, was involved in a 15-year long armed conflict which had very serious consequences, particularly for the young in the district of San Juan Bautista. The impact of violence produced massive migration from rural to urban areas, thus creating overcrowding, extreme poverty, high illiteracy rates - affecting mainly women, chronic malnutrition (63 %), family violence, and alcoholism.

The absence of a police station in the district helped to make it one of the most insecure in Ayacucho a few years ago, though neighbourhood boards have since been set up and the mayor is currently negotiating the creation of a police station on a vacant plot in the city. The intention is to work in strategic alliance with all relevant institutions.

The survey on Urban Safety, carried out as part of the *Comités Distritales de Seguridad Ciudadana* (District Committees on Urban Safety) Pilot Project, has revealed the following rates for the most prevalent crimes or crime-related activities in San Juan Bautista:

- Youth gangs: 31.7%
- Alcohol consumption: 27.3%
- Burglaries: 18.3%
- Robberies on the street: 13.4%
- Drug addiction/ Drug selling: 4.4%
- Prostitution: 3.0% The need to coordinate the efforts of different institutions, community organizations, and the population in general, led to the creation of the District Committee on Urban Safety, sponsored by Act 27933.
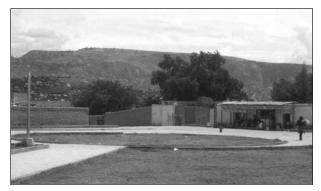
In brief
- The Committee was founded in September 2003.
- Its first District Plan of Urban Safety was approved on February 11, 2004, after months of democratic and participative work involving consultations and the commitment of every community actor.
- The Plan has benefited from the involvement of the Health, Education, and Justice sectors; prosecutors; youth organizations; the business community; church representatives; women's organizations; and municipal boards of urban safety.

There has been considerable progress since the inception of the District Plan of Urban Safety, including:

1. Reclaiming the *Parque de los Amantes*

First proposed by urban safety boards in a public meeting in the Human Settlement, the abandoned park was to be transformed into a park with lighting and green areas. Mothers' clubs and different schools, under the surveillance of the Committee of Urban Safety, were given the responsibility of the upkeep of each of the park's quarters. The municipal government took charge of the park's lighting aspects. All tasks were carried out through communal work.

2. Organizing Neighbourhood Boards

Stemming from an agreement with CODISEC, Neighbourhood Board Members are convened to promote the organization of the district's various Human Settlements. The Boards' meetings provide information on legal frameworks and build the capacity of its members by disseminating information on norms and themes related to urban security and political labour, and act as a forum to discuss urban safety and policing issues.

Members of the Neighbourhood Boards are democratically-elected and each is selected to perform a specific role. Every neighbourhood board is made up of at least five community leaders who call on other neighbours in case of emergency, or risk of an emergency. Some of the boards currently use the radio to this end. Lack of communication, however, was a serious problem until IDL provided seven walkie-talkies and a central station, and the municipal government provided another five. Now, communication between ten neighbourhood boards and municipal authorities, health services, and the police is much more frequent.

3. Preventing Youth Violence:

Alcohol-free Parties

Young members of the district's urban safety committee promoted alcohol-free parties where groups of musicians provided entertainment to large number of young men and women, including many teenagers, who were able to enjoy themselves at these peaceful popular parties.

Bike Rides

Bicycle races are another form of healthy entertainment initiated by young people, for young people. The prizes were offered by the municipality, and neighbours were also asked to provide prizes for the winners.

The Pre-University Academy

The Pre-University Academy was conceived as a space and opportunity for local youth who are deemed at-risk of engaging in gang activity after finishing high school. The costs of maintaining the

Academy are low compared to other schools in the region, allow it to become financially self-sufficient and offer its students comparatively low fees. Approximately 12% of the students who attend the Pre-University Academy go on to continue their education in universities.

Mobile Schooling

This project seeks to build self-esteem among street children using materials specific to street culture. Young professionals from the district volunteer their time to the mobile school and are coordinated by members of the Urban Safety Committee. The mobile schooling is offered in public spaces such as marketplaces, main squares, around cemeteries, and in other areas where street children normally gather. The project uses educational materials, games, health therapies, and drawing and painting, as well as incentives such as prizes or raffles. The municipal government provides all materials but differentiates between children who merely survive on the streets from those involved in theft or prostitution.

Training Teachers, Students, and Parents

It was agreed by the urban safety committee that trained personnel, including psychologists and social workers, would be available in educational centers to offer their services to teachers, students, and parents.

Challenges still to be met

1.   The need for a police station in the district - the municipal government has designated a vacant lot in the district, but the Ministry of the Interior has not (so far) fulfilled its commitment to create a police station in San Juan.
2.   The aim is to begin mixed patrolling between the Neighbourhood Boards and the Police in San Juan Bautista, however without a police station this is impossible.
3.   Create a Business Civic Committee to support CODISEC, but local businessmen, not yet sensitized to the need of prevention efforts, have not responded so far.
4.   Prevention efforts are not far-reaching enough; they ought to be extended to include a Youth House, small business projects for the young, community advocacy groups, and a public kitchen to feed working children.
5.   Capitalize on the strong public will to participate in the CODISEC's activities which, according to the survey, is 96.4% of the whole population. Sensitize the community to crime prevention efforts to increase the number of people participating in urban security, thereby also increasing the sustainability of the programme.
6.   Create a *Secretaría Técnica* (Technical Secretary) for CODISEC to facilitate coordination between CODISEC, the Neighbourhood Boards, and the police.

BIOGRAPHIES

Rachel Neild, works as a consultant for the Open Society Justice Initiative. Her work is concentrated on police reform within the National Criminal Justice Reform program. Rachel is also the Public Security Reform Programme Director at the Washington Office on Latin America (WOLA) contributing to policing reforms in Central America, Haiti and Mexico. Rachel previously worked with the Inter-American Institute for Human Rights, Costa Rica, and the Andean Commission of Jurists, Peru, and has done consultancies on human rights and policing reforms for the Inter-American Development Bank, the OECD, and Rights and Democracy, among others. She is currently on the advisory board of the International Council on Human Rights Policy's project on "Crime, Public Order and Human Rights."

Salómon Hugo Aedo Mendoza was the elected Mayor of the District of de San Juan Bautista, Peru.

CRIME PREVENTION IN BELGIUM: SECURITY AND PREVENTION CONTRACTS

By Philip Willekens and Luc Devroe

Introduction

Given that the main purpose of Workshop 3: *Strategies and Best Practices for Crime Prevention, in particular in relation to Urban Areas and Youth at Risk* is to encourage the exchange of information on best practices related to crime prevention programmes, it did not seem necessary to give a detailed history of the local contract policy in Belgium, nor the various budgetary and administrative mechanisms related to security and prevention contracts.

The general operational framework of these contracts and how they work will be briefly described. We thought it more important and interesting to discuss our respective projects and to encourage debate of the key elements of project implementation, the challenges encountered in implementing them, and how these obstacles can be overcome.

The paper outlines the following issues:

- **General framework of security and prevention contracts**
- **Examples of practices**
- **Optimum conditions for project implementation**

Security and Prevention Contracts

How did the first contracts emerge?

The field of prevention has been constantly changing for almost a quarter of a century, marked by a growing interest of international organizations, such as the United Nations and the Council of Europe, on the causes of crime and the need to develop strategies to fight the economic and social factors which influence criminal behaviour.

Many conferences and international congresses have discussed the value of crime prevention policy focused on international cooperation, community-based approaches, and the development of an integrated and decentralized approach to issues of insecurity.

For Belgium, the year 1991, and the events that occurred throughout that year proved to be a major turning point for crime prevention policy. Incidents between foreign-born youths and law enforcement in a neighbourhood in Brussels, and the elections of November 24th 1991, marked by the setback of traditional parties and the rise of extreme right parties, accelerated reflection on security issues and put a focus on Belgium's prevention policy.

On March 9, 1992, in the aftermath of these events, the Belgium Government officially announced its decision to develop a contract policy between the federal government and municipalities with the first security contracts. This government agreement provided, among other things, for a permanent structure specializing in prevention.

Responding to their commitment, the Belgian Government created the *Secrétariat Permanent à la Politique de Prévention* (Permanent Secretariat for Prevention Policy, or SPP), a Department operating within the Ministry of the Interior of Belgium. The Secretariat was given a number of responsibilities including:

1.   Performing the role of Secretariat for the Senior Council for Crime Prevention
2.   Undertaking scientific analysis of crime
3.   Collating and using relevant documentation
4.   Organizing training in prevention
5.   Coordinating local level support for crime prevention initiatives

The policy which has been implemented since 1992 by the *Service public fédéral intérieur* (Federal Public Service of the Interior) is based on the development of an integrated approach at the local level, involving actors who participate in prevention notably local authorities, business associations, citizens, and community partners.

What are the objectives of security and prevention contracts?

The contracts signed between the state, represented by the Ministry of the Interior, and the city/municipality ensure that the latter contribute to realizing the Federal Government's priorities for security and prevention policies. Preventive measures undertaken within the framework of the Security and Prevention Contract help to reinforce security policy at the local level.

Contracts are inspired by the following principles:

1.   Respond to needs identified on the ground and to specific problems encountered in the municipality;
2.   Give particular attention to the concerns identified by the community with respect to crime;
3.   Fight against the sense of insecurity;
4.   Take part in the fight against the phenomena that have been identified in the Government Declaration as priorities to be controlled, namely:
      •   Property crimes
      •   Social nuisances
      •   Fight against drug abuse
      •   Road safety
5.   Agree to develop an integrated and comprehensive security policy;
6.   Develop a policy at the local level that will serve as the basis for other partners' policies, including both criminal and administrative partners;
7.   Reinforce the social fabric within communities;

The measures stipulated in the Security and Prevention Contracts and their subsequent implementation must be integrated into the municipality's global security policy. The city is also responsible for ensuring that the local crime prevention policy is in accordance with police activities.

The Contracts in Numbers

Belgium has a total of 589 municipalities, of which 102 benefit from a Security and Prevention Contract. Of these 102 municipalities, 29 focus exclusively on developing projects to fight social nuisances related to drug and alcohol abuse.

The total budget allocated for the security and prevention contracts is more than 33 million Euros. The budget is reserved for the development of initiatives which the general objectives of responding to security-related needs at the local level and fighting feelings of insecurity. It should be noted that other partners also participate in subsidizing crime prevention projects.

What are the conditions of eligibility?

Municipalities are selected to benefit from a contract on the basis of the following criteria (non-cumulative):

1. Have a population that exceeds 60,000 inhabitants;
2. Being among the municipalities with the highest crime rates per capita[1]
3. Being among the municipalities with the lowest average revenue per capita, a population exceeding 10,000, and a crime rate located in the first quartile for the country.

What do they include?

Although individual contracts are structured and specific to the municipalities, the projects which have been developed can be largely classified into three main categories.

Reinforcing the Municipality's Prevention Policy

The general objective of this type of initiative is to establish mechanisms to coordinate, support, and complement the various crime prevention measures taken by the municipality, and to inform the public about the various initiatives which have been developed.

Social Crime Prevention

The overall objective here is the social inclusion of vulnerable and marginalized populations and those at risk, to prevent the cycle of crime through an integrated approach. Educational work, for example, has been implemented in difficult neighbourhoods in some municipalities, and emergency aid has been provided for those suffering from alcohol and drug addictions.

Situational Crime Prevention

The general objective of projects developed within this framework is to prevent incivilities and property crimes using a functional approach. All 'techno-preventative' mechanisms fall under this umbrella and may include helping to increase security for at-risk professions, or addressing specific crimes by preventing different types of theft.

Examples of Practices

It seems important to highlight examples of two projects which differ in their approach, the first uses a situational approach and the latter a social approach.

> *Techno Prevention*
> *For many years, burglary has been one of the most pervasive crimes in Belgium, and fighting this trend a main priority for both the federal Government and the Ministry of the Interior. To begin fighting this phenomenon, the Ministry of the Interior launched a national techno-prevention plan which included specific provisions for the recruitment of Consultants in Techno-Prevention (CTP).*
>
> ***Objectives***
> > *Prevent burglary by enhancing security in buildings*
> > *Reduce feelings of insecurity and hopelessness among citizens*

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[1] Crime rate: includes car thefts, other thefts (excluding bicycle theft), vandalism, and non-family violence based on police crime statistics for the period four years prior to the award of the contract.

Enhance the community's sense of responsibility and awareness of the role individuals play in ensuring their own safety

Description

Burglary is an opportunity crime. It is therefore possible to tackle it by encouraging potential victims of burglary to take their own preventive measures. In a number of cases, burglaries can be avoided, however, many buildings have little or insufficient protection against burglary.

The Consultants in Techno-Prevention receive special training and are part of the personnel working for the police, the city or the municipality. The CTPs work on site to provide advice tailored to the particular features of the building, be it a residential, business, or public or semi-public building. The Consultants visit the sites free of charge to conduct the evaluation of the buildings and analyse the specific risks, and to suggest solutions. They offer organizational, technical, and architectural advice on what can be done in each case.

Results

There are currently about 900 Consultants in techno prevention who are recognized by the Ministry of the Interior. They provide a visible, positive, and popular service to the community. Statistics have shown a significant decrease in the number of burglaries. Among other things, the techno prevention advice provided has also had a impact on both subjective and objective feelings of insecurity.

Preventing Incivilities
Let us consider a specific form of incivility - voluntary damage caused to the environment by acts of vandalism, tags, etc, in a specific neighbourhood in Brussels which presents all of the features of a deprived neighbourhood, including social exclusion and factors leading to vandalism and crime.

Objectives

Improve the image of the neighbourhood, the environment, and the quality of life
Improve citizenship
Reduce objective and subjective feelings of insecurity
Increase community participation in the improvement of their neighbourhood

Description

Downtown Brussels and the surrounding neighbourhoods are facing serious urban problems such as old deteriorating residential buildings, wastelands, large-scale office development, traffic jams, decreasing pedestrian areas, etc. The consequences of excessive urbanization have become a major concern for many large European cities and often lead to the deterioration of buildings and the development of ghettos in the oldest neighbourhoods.

This situation has caused a fracture within the City, giving rise to tensions and insecurity. The response is a simple one, consisting primarily in maintaining the public space by launching a process for community participation and involvement in order to gain the respect of the local population towards their neighbourhood, enhance civic pride, and reduce vandalism.

The main objective is to bring artists and at-risk youth together in the same place, and enable them to develop and implement a creative project together. By improving the physical environment, public spaces become accessible to all and have a better chance of being preserved.

In parallel, education and sensitization efforts at the city level are undertaken in cooperation with schools, neighbourhood associations, and with residents - both children and adults.

Results

Without a doubt, the project has contributed to enhancing the level of social interaction within the neighbourhood, and to improving its image. The activities proposed at the local level bring together people from various backgrounds, environments, and from different generations to enable an increase in social bonds and solidarity among residents.

Optimum Conditions for the Implementation of Projects

Preliminary Analysis

It is evident that certain projects have been implemented without an initial analysis of the trends the contracts were expected to eradicate. Projects are often launched urgently, to provide an immediate response to an emergency situation. The context in which the first Security and Prevention contracts were launched is one such example. To avoid this from occurring again, the Ministry of the Interior has given special attention to the need for municipalities to develop their own *Diagnostic Local de Sécurité (DLS)* (Diagnosis of Local Security).

The idea that municipalities should develop their own DLS is not a recent one; in fact, it has been specifically outlined in a number of documents issued by international organizations, such as the Council of Europe in its European Urban Charter. It is grounded in the principle that a local security and prevention policy should build on problems and solutions identified by the community. According to local actors, the main challenge facing the DLS is the need to improve understanding of insecurity-related trends and identify the needs and concerns of citizens. This information should then be used to develop better responses to security-related issues. It would seem that a global study of this issue and of the resources needed at the city or municipality level, and by the residents themselves, is needed.

A guide designed for municipalities is currently being finalized to provide cities with an appropriate tool for developing a Diagnosis of Local Security. The guide will provide local actors involved in the development phase of the local prevention and security policy with a basic method to help them assess insecurity levels, identify the expectations of residents, and facilitate the implementation of security-related projects, their adaptation, and evaluation.

Finding Partners

Local security and prevention policies should be grounded in the shared beliefs of the local actors. It is thus important that data be collected from the majority of the people implicated, and with varying degrees of involvement in the fight against insecurity. It is also important to collate these findings in order to define a common vision of the problems facing the community and relate them to all those involved in security and prevention issues.

Evaluating the Project

Based on the preliminary analysis of the targeted problems, the project should be constructed in a rigorous fashion with precision with clearly defined objectives, and must stipulate the means available to realize the objectives, as well as the results expected. This is why indicators needs to be identified prior to project implementation. In the absence of indicators, the project cannot be properly evaluated, and it is thus not possible to assess whether the objectives have been met or if a redesign is necessary.

Active Participation

The most efficient projects are those which enable citizens to become the 'co-producers' of their own security. Projects that have been undertaken with the active support of the population have been indeed shown to be more 'solid' than others.

In addition to ensuring the active participation of the community, it is important to keep the following guidelines in mind:

1. Every crime-related trend should be addressed within the largest possible context, and all related aspects considered. The fundamental idea is to keep attention focused on both prevention and repression, and to follow offenders and victims of crime.
2. It is fundamental that all actors involved in the initiatives collaborate in developing a common solution to the problems. All the initiatives, projects, and tools should complement one another as much as possible, and should be considered parts of a single comprehensive project. There should be qualitative and quantitative coordination of all crime prevention projects stemming from both the penal and administrative systems.
3. Responses to crime should be fast and efficient in order to avoid giving offenders a sense of impunity.

It is only by taking into account these issues that individuals in the community will be able to identify with the actions needed to counter crime, and that the vision of a responsible society will begin to take shape.

BIOGRAPHIES
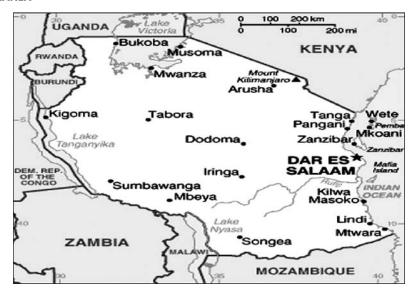
Luc Devroe is currently working at the Service Contrats du *Secrétariat permanent à la Politique de Prévention* (Contracts Service within the Permanent Secretariat of the Prevention Policy). This Service is part of the *Direction Générale Politique de Sécurité et de Prévention du Service publique fédéral intérieur* (General Directorate for Security and Prevention of the Federal Public Service of the Interior). He is in charge of following-up the security and prevention contracts in the region of Brussels. One of his tasks also consists of supporting the cross-cutting analysis of the prevention policy developed through the Security and Prevention Contracts.

Philip Willekens has worked in the framework of the Contracts for Security and Community since 1994, as a police assistant in Brussels, followed by internal evaluator. In 1999, Philip Willekens became the Vice-Director of the Permanent Secretariat for Crime Prevention, a separate body within the Ministry of the Interior. From 2001 to 2004, he was Advisor for national security and crime prevention of the Belgian Home Secretary. Following this, he continued his work on crime prevention within the Permanent Secretariat for Crime Prevention. Crime prevention policy matters are his core business, exemplified by his role in aforementioned areas: Contracts for Security and Community, crime analysis and the prevention of burglary, drugs, incivilities, and violence.

LOCAL INNOVATIONS FOR CRIME PREVENTION:"THE CASE OF SAFER CITIES: DAR ES SALAAM"

By Anna Mtani

Map of Tanzania

Background / Introduction
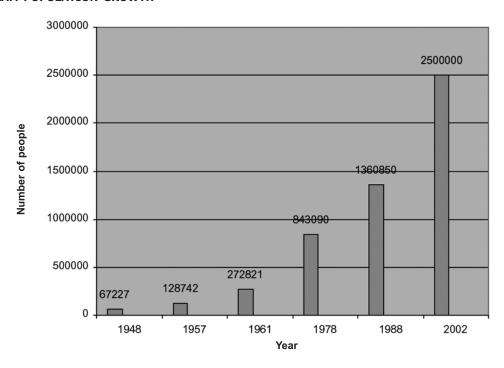
Tanzania is located in East Africa along the shores of the Indian Ocean. It covers approximately 1 million square kilometres and, according to the 2002 National Census, has a population of 34,569,232. At least 10 million of these people live in urban areas. Urban areas are growing at a rate of 7.0% per annum. The gross domestic product of Tanzania is $230 USD per capita.

Over the last two decades, Tanzania, like many other African countries, has witnessed more than half of its urban population settle in slum area or in spontaneous (informal) settlements. These informal settlements are characterized by little or no accessibility to clean water, lack of sanitation, lack of accessibility (roads), lack of drainage systems, and lack of social services (schools, health, etc), and are faced with uncollected solid waste and sewerage, inadequate housing, and poor environmental health. It is estimated that about 40-70 per cent of urban dwellers live in these informal or spontaneous settlements.
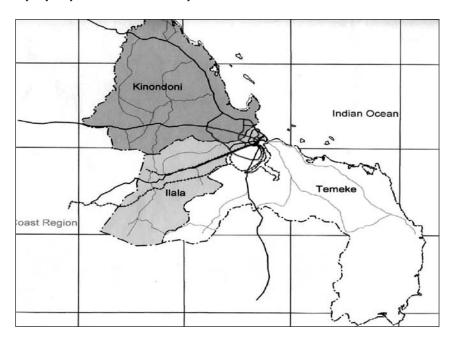
The Impact of Urbanization

Dar es Salaam is the major commercial centre of Tanzania and one of fast growing cities in Sub-Sahara Africa, covering an area of 1800 square kilometres with a population of 2.5 million, growing at an annual rate of 4.3% according to the 2002 National Census. Apart from population growth, the city is also expanding laterally at a rate of about 7% per annum, which is not commensurate with expansion of basic service provision. Other emerging challenges stemming from rapid urbanization include increasing urban poverty and social exclusion, and the rise of crime. The inability of urban centres to provide ready-made employment opportunities in the public or private sector has not changed the view that urban centres are still engines of development.

DAR ES SALAAM POPULATION GROWTH

DAR ES SALAAM (city expansion 1947-2001)

Issues of Urban Safety and Insecurity

Insecurity is a serious threat to sustainable human development both in urban and rural settlements. It affects environmental, economical, social, and cultural development. Insecurity tears the social fabric of any society, threatens the foundation of democracy, and erodes the ability of the poor to live and engage in productive activities. In 1992, the city of Dar es Salaam held its first city consultation to review the problems of poor service delivery and revenue collection which had caused a total collapse of the city management system. Participants at the 5-day consultation workshop identified nine priority issues in need of immediate attention, and which were to be addressed through a partnership approach

supported by the Sustainable Cities Programme of UN-Habitat. Crime and insecurity were not identified as one of the nine priority issues to be addressed immediately, due in part to the existing efforts by the government of at that time to strengthen community initiatives in crime prevention, thus keeping crimes rates low. However, due to the ongoing socio-economic, cultural, and political dynamics around the world, and in Tanzania in particular, marked by a decrease in job opportunities, globalization, the urbanization of poverty, and the modernization of criminal technology, Dar es Salaam started to see a changing scenario in crime trends, such as a rise in organized crime and in white-collar crime, and the age of offenders getting younger. The crimes which cause the most concern include burglary, theft, armed robbery, drug trafficking, etc.

The Role of Local Authorities

Security is one of the key obligations, and therefore functions, of Local Authorities in Tanzania, in accordance to the United Republic of Tanzania Constitution (1977)[1] and the Local Government Act (1982)[2]. At national level, the government complements community-based initiatives through the Police and through the establishment of the Militia Act[3]. Communities, on the other hand, were able to enhance safety and improve security through local crime prevention innovations such as Sungusungu[4] groups (night watch groups).

Prior to 1998, safety and security issues at the city level was mainly handled by the Regional and District Defence and Security Committee, in which the City Director was invited to represent the Dar es Salaam City Council, a practice found in other urban centres. This arrangement, however, did not provide a direct link between the communities and the city management in terms of insecurity feedback, community needs such as capacity building, or resource allocation to strengthen community crime prevention strategies. Another challenge was that the city's handling of legal issues was mainly, and still is, engaged in repressive measures and preventive approaches were rarely developed and practiced.

Establishing Safer Cities: Dar es Salaam

Following the launching of the Safer Cities Approach by UN-Habitat, immediately after UN-Habitat II which was held in Istanbul (1996), The Dar es Salaam City Commission (DCC)[5] requested technical assistance from UN-Habitat and the International Centre for the Prevention Crime (ICPC) to establish the Safer Cities approach in 1997. Safer Cities: Dar es Salaam was officially launched in 1998.

The main goal of implementing the approach was to build the capacity of DCC and the local authorities to involve other stakeholders and community members in the implementation of crime prevention strategies using a partnership approach, thus bridging the gap between the city residents and the city management through decentralization. A rigorous study carried out in 1997 indicated that more than 25% of all reported crime in urban centres throughout Tanzania was reported in Dar es Salaam specifically. This staggering statistic lead to calls for concerted efforts between different parties to initiate alternative approach to address the increasing tends.

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[1] URT 1977 article 146 (1) the purpose of having local government authorities is to transfer authority to the people. Article 146(2) (b) Functions of Local Government Authority shall have the following functions: to ensure the enforcement of law and public safety of the people…

[2] Local Government act (1982) Sect. 54(1) (a)"It shall be the responsibility of each urban authority as a local government…. maintain and facilitate the maintenance of peace, order and good governance within its area of jurisdiction". Section 54 (2) (a) " For the purpose of better execution of its functions… local government authority shall take such measures as in its opinion are necessary desirable, conducive or expedite (a) for suppression of crime, maintenance of peace and good order and the protection of public and private property lawfully acquired…"

[3] Militia laws (miscellaneous Amendments) act 1989 (ActNo.9/1989) section 2... organized groups of the people of URT operating with authority of and the aegis of the government e.g. *Sungusungu, Wasalama*

[4] Laterally *Sungusungu* are black ants which bite fiercely when attacked by their enemies. Otherwise these are community security groups which were established to fight crime especially cattle rustlers in central Tanzania but due to the success gained by these groups they gained popularity and spread to urban centers, gained political support and protection by law (under the militia act)

[5] The Dar es Salaam City Commission was established in 1996 after the Government disbanded the Dar es Salaam City Council following a series of mis-management of city activities thus replacing it with a team of professional commissioners lead by a Chairman. The commission had very specific terms of reference to keep the house in order among others to prepare the city decentralization by restructuring it into four authorities (3 municipalities and the city council)

LAUNCHING OF SAFER CITIES 1998

The first workshop organized by the Dar es Salaam City Commission involved key role players and stakeholders including Government Ministries, Training Institutions, Civil Society, Community members, the Private Sector, and the UN and International organizations. The participants discussed issues of insecurity and agreed on the main strategies to be adopted to address issues of insecurity and delinquency, in particular though surrounding among the vulnerable groups such as women and youth. Each stakeholder's roles and commitments were determined, while the DCC assumed the lead role.

1. The Approach

Safer cities adopted the bottom-up approach already employed by the city through the Sustainable Cities Programme (EPM) to bring all stakeholders together to participate in the development of crime prevention strategies. An inventory of all stakeholders was prepared and was used to bring them together through briefing sessions, sensitization workshops and seminars, the media, and other documentation.

The link between the primary stakeholders, namely community leaders and the popular sector, and secondary stakeholders including Government Ministries and Institutions, and Higher Learning Institutions, proved important for knowledge-sharing, resource-mobilization, and reaching agreements on the roles and commitments of each in implementing the strategies adopted to address the problem of increasing crime rates in the city. In this way, a partnership evolved between the stakeholders and city management, and coordination for crime prevention initiatives was assumed by Safer Cities.

2. The Objectives of Safer Cities: Dar es Salaam

The main objectives of establishing the city-level approach were:

- To reduce the number of victims of crime and provide assistance to victims, and to prevent repeat victimization using a partnership approach with other stakeholders and communities.
- To support and upgrade preventive policing using the community policing model.
- To develop a culture of respect and adherence to the law, while addressing the underlying causes of crime, violence, delinquency, and insecurity in improving and/or changing the socio-economic, cultural, and physical environments conducive to these phenomena.

3. Strategies Adopted:

(i) Sensitization Seminars and Workshops:

The seminars and workshops enabled participating stakeholders to develop concrete recommendations on how crime prevention should be implemented and to identify specific roles and responsibilities for each party, including potential commitments. Some of the recommendations made by the stakeholders included the need for intensive and continuous awareness-raising among community members to play their part and work with the government and other stakeholders to effectively develop and implement crime prevention initiatives.

Sensitization to create networks and establish a stakeholder inventory

SENSITIZATION WORKSHOPS AT MUNICIPALITY LEVEL

Phase one of the sensitization seminars and briefing sessions was held for all local leaders and involved all sub-ward chairpersons of the three zones of Dar es Salaam at the time, namely Temeke, Ilala, and Kinondoni. The Ministry of Home Affairs, which houses the Crime Prevention Department and High Learning Institutions, participated in this grassroots level awareness-raising and sensitization seminars for the first time in Dar es Salaam's history of raising public awareness about crime prevention. In Phase two of the process, the secondary stakeholders participated in separate briefing sessions and in-depth discussions. The participants were asked to provide rigorous information and rate the crimes which cause the most concern in their localities in terms of robbery, drug abuse, theft, armed robbery, and delinquency, among others. The information that they gave was then mapped to provide a frame of reference of crime levels throughout the city. The Dar es Salaam City Council was re-instated in the year 2000 after major restructuring which resulted in the city being divided into four autonomous authorities with decentralized city functions: the 3 municipalities of Temeke, Ilala and Kinondoni, and the Dar es Salaam City Council. This time, repeated sensitization and awareness-raising was provided to the elected leaders (councilors), Ward Executive Secretaries (WEOs), and the Judiciary (Police and Primary court) for each authority.

COMMUNITY BRIEFING MEETINGS

For the first time, local authorities provided forums for communities to discuss and deliberate on how to address insecurity problems/issues in their areas. The workshops brought together the heads of departments, sub-ward leaders and community members, grassroots workers, and other partners.

The police also participated in a forum with grassroots workers and community members to get to know people's perceptions on police activities in crime prevention and to discuss the roles and responsibilities of the police, the community, and the municipality.

Community members had the opportunity to seek clarification on police procedures, thus strengthening the working relationship between the police and local communities - a situation envisaged for community policing.
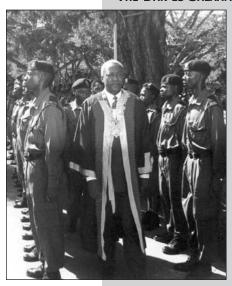
Brief meetings were held at the community level to develop local initiatives with technical support from municipal coordinators. At the sub-ward (Mtaa) level, community members are the masters of their environment and are best positions to identify appropriate solutions to address problems. Such visits help to build good relationships between municipality and communities.

(ii) Enforcement of Laws and By-Laws: City Auxiliary Police and Ward Tribunals

The Auxiliary Police

In order to build a culture of adherence to laws and by-laws among city residents, a structure was needed to complement government efforts. This was accomplished with the establishment of City Auxiliary Police who link with communities through the *Sungusungu* groups and together implement local crime prevention initiatives. In the pilot project, approximately 100 officers were recruited and trained at the Moshi Police Training College. They were then deployed throughout the four authorities in 2001. The main objective of this initiative was:

- To enhance public safety and security through visible policing and patrolling.
- To enforce adherence to laws and by-laws by educating the public on city and municipal by-laws.
- To complement community efforts at local level by using community policing to provide guidance and support to the *Sungusungu*.

THE DAR ES SALAAM AUXILIARY POLICE

After receiving the formal training at the Moshi Police College, the Auxiliary Police (AP) went through in-house induction training before they were deployed to their working positions in the municipalities and city council. The induction training involved understanding: the structure and functions of local authorities, and Dar es Salaam in particular; the local government code of conduct; community policing; human rights; and good governance. The AP were then deployed to their respective working positions within the four authorities, where they are currently engaged in community policing at the ward level and enforcing laws and by-laws. They are also tasked with educating the public on municipal by-laws. The APs also support the community security groups - Sungusungu, and provide support during ward tribunal sessions. However, due to their limited number (100) for a city of about 2.5 million people, they are almost negligible and overwhelmed by responsibilities. There is an evident need to increase their number. (Evaluation Report 2003).

On the day of the launching of the City Auxiliary Police, all stakeholders were invited to witness this big event, the first among all urban authorities in Tanzania. The demand for a larger unit to meet community needs in terms of backstopping has been identified by both the municipalities and communities. While efforts to train more officers by all the four authorities in Dar es Salaam are underway, the Ministry responsible for Regional Administration and Local Government has given a permit for all local authorities to establish their own police in order to support their own needs.

Justice Delivery at the grassroots level - the Ward Tribunals:

The government mandated all local authorities where ward tribunals had ceased to operate to re-establish them. Ward tribunals had ceased operating in many areas for a number of reasons including lack of capacity and resources, and lack of follow up. Re-establishing the tribunals was an important challenge to the whole crime prevention approach which required coalition-building and creating partnerships with the community in crime prevention. Where justice is denied or delayed, peace cannot prevail and insecurity may rule. Working with the municipal legal departments, Safer Cities facilitated the capacity-building aspects by training the elected members of the ward tribunals on their roles and responsibilities to enable them perform their duties smoothly and in accordance with the law. Although the exercise was carried out in phases, all 73 wards of the city have now established ward tribunals.

WARD TRIBUNALS

Ward tribunal are community-based judicial bodies which were established and continue to operate under the 1985 Ward Tribunal Act (No. 7/1985 and the amended act 12/1990) to complement the formal justice system by settling minor offences and disputes. Members of the ward tribunal are elected by the community. The number of people in a tribunal varies between 5-8 members, with a quorum of one half, and one among them is elected as the chairperson of the tribunal. A tribunal secretary is appointed by the municipality to take notes and keep records of tribunal proceedings. The advantages of ward tribunals are that they (i) Work to secure peace and harmony by mediating and endeavoring to obtain amicable settlements of disputes outside of the judicial system, thus avoiding having to face minimum penalties imposed by the former and reducing the number of inmates; (ii) Ward tribunals contribute to bringing justice/legal system closer to the people - ward committees include officials of their choice who have the endorsement of the full councils ; (iii) Ward tribunals are more efficient and less costly in terms of time and resources and save the communities from the delayed bureaucratic, expensive legal procedures and technicalities that occur with lawyers and police investigations etc. ("justice delayed, justice denied"); (iv) Ward tribunals contribute into enhancing security, building communities, and good governance.

(iii) Safety Audits for Women:

Women are masters of their living environments. When they are involved, they are capable of bringing about change that may foster their development and the development of the community at large. In safety, it is always said, *"A safer place for women is safe for everybody"*. Safer Cities works to include vulnerable groups, such as women and youth, in society to enhance safety as a governance issue. As far as women are concerned, Safer Cities works to bring women's groups together to walk through their communities to identify the issues that cause insecurity in their daily lives, and discuss and agree on how best to address the problems through safety audits for women. Safety audits for women involve other partners including men, local actors in leadership positions, and municipal management throughout the process. In a way, safety audits may be entry point for environmental enhancement through the improvement of urban designs and by upgrading strategies to improve urban safety.

INVOLVING WOMEN IN CRIME PREVENTION STRATEGIES THROUGH "SAFETY AUDITS FOR WOMEN"

Safety audits carried out in Dar es Salaam may be very different from those conducted and implemented in Montreal, Canada, for example, due to socio-economic and geographical differences between the two cities. However, one thing in common is **the fear of victimization amongst women** and the need to address that fear. Problems may differ in nature and magnitude, and solutions and levels of implementation may differ, but the good news is that a common enemy - **fear of crime**, has brought women together. In Dar es Salaam, three different audits have been conducted in Manzese, Kurasini and Mchikichini. In Manzese, a group of women in Mnazi Mmoja identified many problematic issues ranging from environmental design, socio-economical and cultural characteristics that instill feelings of fear in women's daily lives. Fear of crime is as bad as crime itself since its impact is the same. The environmental design problems they named include the unplanned nature of their settlement, coupled with narrow

and un-lightened narrow streets, lack of drainage channels, and lack of street names - even though the streets are only earth roads (poor), as the potential causes of fear of crime.

Other issues included housing congestion with no space for air circulation, some of them blocking the

Implementing Safety Audit for Women Results: Environment protection in Kurasini (Temeke)

few foot-paths and streets blocking access to emergency services of the police, fire, and ambulances. Of the socio-economic aspects, they cited the haphazard merchandise and mixed business enterprises operating in the area, which included numerous local brew and illicit beer pubs that employ mostly women and young girls, as well as the 24-hour video show kiosks, guest houses, and open food markets, etc. All of these features provide fertile grounds for crimes to thrive on. As regards to the cultural aspects, they named the unauthorized video show kiosks in the areas that attract school children, deterring the, from attending school.

Safety Audit for Women in Kurasini (Temeke)

Based on their discussions, the women made the following recommendations:

Environmental design: the municipality must collaborate with the community to upgrade the settlement. They vowed to launch campaign on lighting the surroundings for safety through "a bulb each door". They acted immediately.

Economical aspects (income generation and poverty-reduction): the women suggested descent business activities for income generation among women, instead of selling local brews which they must sell at night, risking victimization.

Cultural aspects: They recommend the urgent ban of the video show kiosks and the regulation of business hours, especially local brew bars, and emphasis should be put on improving Sungusungu groups in the area.

Implementation: The women, most of them working in the local brew and illicit beer business for a living, decided to change and proposed a different income generation activity, free from crime and risk of victimization, and more descent in general. They changed their product and began selling maize cereals and maize floor. With support from Safer Cities, this project is scaling up now to include food vending during lunchtime. Work is now much safer for these women. The group has drawn the interest of other women to withdraw from risks and illegal employment resulting in the establishment of three more groups, with support from Safer Cities.

(iv) Income Generation Projects:

Poverty has often been linked with crime; not because poor people are violent, rather because they have to survive by any means necessary, even if that means doing things which are against the law. The situation of idleness drives young people to commit crimes unknowingly as they sit in jobless corners *"vijiweni"* (idle mind is devil's workshop). On the other hand, crime affects the poor in particular because they have no means by which to protect themselves against the perpetrators of criminal activities, nor do they know how the judiciary systems works and cannot meet the costs of employing security systems. In most cases, they are also the least educated, live in the poorest suburbs of the city, and get the worst and least-paid jobs. *They lead an angry life, yet they won't sleep with empty stomachs.* Youth and women make up the majority of this group and are the most vulnerable to crime. The Safer Cities Project works with vulnerable groups to address the underlying causes of crime through sensitization and awareness-raising sessions.

INCOME GENERATION, SUNGUSUNGU AND JOB CREATION FOR CRIME PREVENTION

A youth security group in Ilala, the *"Yegeyege Sungusungu group"*, is engaged in crime prevention with support from the community members through a system of house to house contribution of token fees of Ts.1,500 (US $1.50) per month. The amount collected is shared among the security group every month as a source of income. In order to sustain the group, especially when community contribution is low due to the prevalence of security, the group decided to initiate an additional activity for income generation by collecting solid waste from individual households for a fee.

After discussions with the local actors in leaderships roles in the community, the security fees increased from Ts.1,500 to Ts.2,000 (US $2.00) per month, per house, to cover security and solid waste collection. One group had 33 youths in a community of 1,300 houses and entered into an agreement with the main contractor to receive a share of Tsh. 500 (US $0.50) per house to move the waste from the collection point to the dumpsite. The remaining Ts.1,500 is shared among the youths who each get about Ts.60,000 per month. This amount is above the government issued minimum salary of about Ts.50,000.

The group further agreed to deposit Ts.10,000 from each member into their bank account every month, amounting to Ts.330,000 (US $330) each per month. This fund is now the social security fund for the group.

The start-up capital is needed to buy working equipment, both for security and waste collection. With the support of Safer Cities, both in capital and in skills, the group is working in their own community resulting in jobs being created to enhance safety, a clean environment, and is a demonstration of good governance through partnerships.

Replicating Safer Cities in Other Municipalities in Tanzania

Following the success story of Safer Cities Dar es Salaam, seven municipalities in Tanzania wrote to the City Director requesting support to establish the approach in their respective municipalities to address increasing crime rates in their areas. A city consultation involving Mayors and Municipal directors of the City of Mwanza and the municipalities of Arusha, Moshi, Tanga, Dodoma, Mbeya, and the town council of Bagamoyo and other stakeholders was held in 2004 to chart the way forward. The mayors of all of the respective cities endorsed the plan in February 2005, and effort to mobilize initial resources to support the cities was immediately undertake, in collaboration with UN-Habitat, ICPC, and SIDA.

Integrating Youths into Dar es Salaam's Local Authorities

"The Establishment of Youth Councils in Dar es Salaam":

Youth are an important group in crime prevention as they feature as vulnerable groups, both as victims and offenders. During the implementation of the Safer Cities approach, in collaboration with different stakeholders and the community, it was observed that lack of inclusive strategies to empower youths with skills for income generation and job creation, and lack of appropriate forums for youths to link with local authorities, in terms of governance and potentials of youths in development roles within their communities at local or municipal levels, has contributed to poor knowledge on governance, further de-linking youths from city development issues, including crime prevention. Youths have thus always been in

conflict with the law, or engaged in anti-social behaviour in search of improving their livelihood. Safer Cities has facilitated the consultative processes involving all councillors and key stakeholders, development partners, and youths to establish a mechanism for integrating youths into the decision-making framework, and to provide a forum for youths to exchange discussions and participate in decision-making for the development activities in their respective wards. Development action plans are then elaborated and implemented with the support of the municipalities and other development partners. In this way, youths are given the opportunity to learn governance issues and leadership from their elders. Already, all four authorities have elected Youth Councillors with leadership responsibilities, composed of a Youth Council Mayor, Deputy Youth Mayor, Youth Council Secretary, Youth Council Treasurer, and Members to represent the Youth Councils in the Standing Committees. Plans are underway to prepare a two-year youth empowerment for employment action plan.

Summary of Successes, Challenges, and Conclusions

Tanzania had taken a number of measures to strengthen sustainable development and governance even before the 1992 Earth Summit. The participatory approach under EPM found a fertile ground for bringing all stakeholders together to play a role, thus influencing changes in a number of policies at both the national and local level of government aimed at improving governance within communities and including provisions for enhancing urban safety and security, and poverty reduction. A culture of collaboration and partnership in the development and management of local initiatives has been built and is shared through replication

Through the Safer Cities initiative, it has become clear that when the greater community is involved, vulnerable social groups, such as women and youths, can make a change when given the opportunity. A partnership approach is crucial to enhancing security at the community level, as crime affects the livelihood of all community members. During the implementation phase, women have proven that they are the masters of their living environment and can provide viable solutions to the problems they are facing. Affordable and sustainable crime prevention strategies at the community level are, by definition, people-oriented and based on participatory decision-making and implementation; a governance issue prerequisite for sustainable development. Knowledge and skills have been built to support local initiatives for service provision.

Devolution of powers and decentralization of functions and finances, implemented by the government through the Local Government Reform Programmes, has complemented the work of Safer Cities by empowering communities and stakeholders to participate in all aspects of service delivery, including security.

Challenges facing the initiative in Dar es Salaam include, inter alia, limited resources to support community initiatives, and replicating the project to other cities countrywide. Dar es Salaam cannot sustain the attained safety if the security of surrounding cities, or the hinterland, is not also strengthened. The process takes time and energy to engage stakeholders and develop plans into action. The dynamics of urbanization, coupled with globalization, surpass the capacity of local authorities in terms of resources i.e.expertise, technology, and financial resources. The approach requires legitimacy and institutional support for the commitment of communities, stakeholders, and development partners to work together in building safer cities.

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BIOGRAPHY

Anna Mtani is an Urban Planner by profession who has worked as the Programme Coordinator for the Safer Cities Dar es Salaam project from 1998 to the present. From 1993-1997 she was seconded to Dar es Salaam City Council as Coordinator of the Sustainable Dar es Salaam Project, working in collaboration with UN-Habitat to strengthen the capacity of the council to manage environmental issues and service delivery. Prior to that she was an Urban Planner at the Ministry of Lands, Human Settlement Development, Tanzania. The strategic urban development plan for Dar es Salaam received the Dubai Award in 2001 as a best practice for community infrastructure upgrading, and the Dar es Salaam Safer Cities work in collaboration with UN-Habitat and ICPC, was awarded the Africities award in Windhoek, Namibia (2000) and Yaoundé, Cameroon (2003), and a Certificate of Good Practice from Dubai in 2004.

THE PHILIPPINE STRATEGY AND BEST PRACTICE FOR CRIME PREVENTION:COMMUNITY-ORIENTED POLICING SYSTEM

By Miguel Coronel

Introduction

Just like other developing countries throughout the world, the Philippines lacks the resources and capacity to readily put into effect the international guidelines and agreements on crime prevention. However, this constraint did not prevent us from finding ways and means to effectively implement them in our country. It is for this reason that we have resolutely crafted and evolved appropriate strategies and best practices for crime prevention which are assimilated to our situation and historical experiences.

Having overthrown a well-entrenched dictatorship, and restored democracy in our country through a bloodless people power revolution in 1986, we are fully cognizant of the insuperable force of people power and appreciate its great benefits to our country. Capitalizing on this historical experience, what we lack in resources and capacity is being addressed and made up for through people power. Hence, the Philippine strategy and best practice for crime prevention that I will be presenting today is not only community-based, but also people-powered, and is known as the Community-Oriented Policing System, or COPS for short.

The outline and sequence of my presentation is as follows: COPS: Strategy, COPS: Best Practice, and Concluding Perspective.

COPS: Strategy

Opening Perspective

COPS is primarily a national police strategy for crime prevention, based on the implementation of the proposed holistic National Anti-Crime Strategy (NACS), which came about as an offshoot of the Philippine participation in the 1991 UN Ministerial Conference on Crime Prevention. The Philippine National Police officially adopted and started implementing COPS as a flagship programme on August 15, 1994. It is significant to note that the holistic NACS was finally adopted in the National Crime Prevention Programme, which was approved by President Gloria Macapagal-Arroyo on February 2, 2004.

Basic Principles/Foundations

Aside from the NACS, the basic principles that serve as COPS foundations are the following:

1. Interdependence of Peace and Development
    As aptly stated in the UN Milan Plan of Action in 1985: "The problem of crime demands a concerted response (…) to reduce opportunities for the commission of crimes and to address relevant socio-economic factors, such as poverty, inequality and unemployment".
2. Shared Responsibility for Policing
    As prescribed by Robert Peel: "The police are the public and the public are the police; police officers are only members of the public who are paid to give full time attention to the duties which are incumbent on every citizen in the interest of the community welfare".
3. Indispensability of People Power in Crime Fighting
    "The greatest source of power with which to wage war against criminality, insurgency, terrorism, and other threats to peace and order lies among the people."

Three Core Components

In consonance with the NACS, COPS is wielding a three-pronged strategy against crime: Full Service Policing, Problem Solving, and Community Partnership. These prongs serve as the three Core Components of COPS, which are interrelated and mutually reinforcing.

1. Full Service Policing (FSP) (See Figure 1)

Under FSP, the police shall directly prevent and control crime by simultaneously undertaking five anti-crime drives to eliminate (or at least minimize), the Motives (or desires/intents), the Instrumentalities (or capacities/abilities), and the Opportunities (or accesses) for the commission of crimes. These drives are the following:

(i) Crime Prevention

Crime prevention includes all measures and efforts undertaken by the police, with the participation and support of the community, to eliminate, or minimize, the magnitudes of motives, instrumentalities, and opportunities for the commission of crimes. The following are some illustrative examples: initiating the amicable settlement of disputes among neighbours; minimizing drug addiction and drunkenness with the aim of reducing the motives; campaigning against unlicensed firearms; regulating and checking on the carrying of licensed firearms and other deadly weapons outside of one's residence to reduce instrumentalities; launching a crime prevention consciousness drive, including the observance of National Crime Prevention Week; dissemination of the crime groups' modus operandi, installation of light at night, and clearing of crime-prone areas and many others to reduce the opportunities for crime. All of these measures and efforts should result many crimes being prevented.
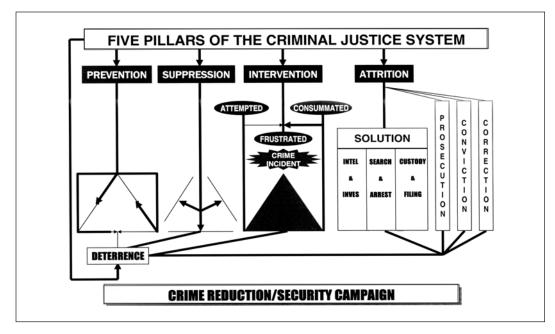
(ii) Crime Suppression

Crime suppression is based on the cardinal principle that a crime will only happen if all three (3) correlated ingredients (motives, instrumentalities, and opportunities) converge at the same time and place. This drive thus encompasses all of the measures and efforts undertaken by the police with the participation and support of the community, to suppress the motives and/or instrumentalities of potential criminals, and reduce the opportunities to commit crimes. Illustrative examples on the part of the police include conducting mobile or foot patrols, fielding secret marshals in passenger buses and jeepneys in crime-prone areas, setting up mobile checkpoints in crime-prone areas, and many more. On the part of the community, especially those at higher risk of victimization, security measures ranging from passive to active measures, including resistance or self-defence, will be initiated.

(iii) Crime Intervention

Crime Intervention consists of measures and efforts on the part of the police, with the participation and support of the community, to immediately detect and respond to crime as quickly as possible, even as it is occurring, to minimize potential damage to life, limb and/or property. It is good to arrest the perpetrator/s at the crime scene on a "flagrante delicto", or red-handed basis. The effectiveness and success of this drive shall depend on the capability of the police to be immediately contacted by the public and respond to such calls, as well as the sense of civic duty in the community. This is exemplified by the 911 system in the US and many other developed countries. The Philippines has a 117 service, which is a joint project of the government and an NGO. Admittedly, we have a lot more to do and spend, before we could catch up and be at par with those in the developed countries. The community, especially potential victims, may use this time to activate and effectively use the self-defence measures that have prepared them for this eventuality. They should also know and be able to perform the doctrines of citizen's arrest, self-defence, and defence of a stranger.

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Figure # 1

FIVE PILLARS OF THE CRIMINAL JUSTICE SYSTEM

(iv)   Crime Attrition

Crime Attrition includes all measures and efforts on the part of the police, with the participation and support of the community, to identify, secure warrant of arrest, ferret out, and isolate criminals, including fugitives, from the rest of the society to prevent them from committing further crimes and/or becoming victims of reprisals by their victims and their loved ones. It is in this drive that the police and the community interact and collaborate with the other pillars of the Criminal Justice System for the prosecution, conviction, and rehabilitation of criminals so that they become fit and law-abiding citizens once they reintegrate into society. Community members should learn how to observe and describe what they have seen when they witness a crime, in order to better serve as the eyes and ears of the police. They should also know how to preserve the crime scene and handle the evidence and helping in the protection of, and support for, the victims and witnesses, etc.

(v)   Crime Deterrence
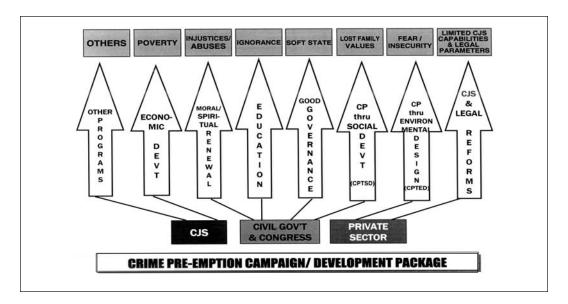
Crime Deterrence consists of the measures and extra efforts on the part of the police, with the participation and support of the community and with all the other pillars of the Criminal Justice System, to convincingly prove that "crime does not pay" to deter potential offenders, thereby forcing them to cease and desist from committing crimes. The effectiveness of this drive depends on the capability and efficiency of the entire Criminal Justice System.

This drive should be successful with the consistently effective and efficient performances of the police in Crime Intervention and Crime Attrition Drives, leading to the sure and expeditious conviction of almost, if not all, guilty offenders. Furthermore, the success and effectiveness of this drive depends on the willingness and determination of almost, if not all, victims and witnesses to file and pursue appropriate charges in court, up to conviction of almost, if not, all guilty offenders.

2. Problem Solving (PS) (See Figure 2)

Under the PS Component, the police shall identify, or anticipate, study, and address problems that have been identified as being root-causes of crime, and environments identified as breeding grounds for crime, with the participation and support of the community, including national government agencies (NGAs), local government units (LGUs), and non-government organizations (NGOs). This constitutes the police's Crime Pre-emption Campaign, through the initiation of development-oriented projects and activities that are addressing crime-causing or crime-breeding problems in the community.
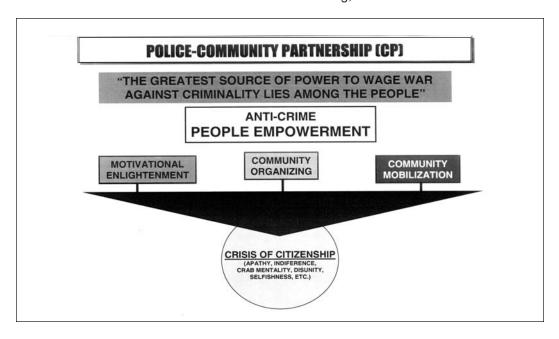
FIGURE # 2

The Community Oriented Policing Strategy (COPS) should prioritize and concentrate on problems that have been identified as priorities by the community being served. Some common problems encountered in many communities include poverty, abuse and injustice, ignorance, lost family values/broken families, soft state problems such as corruption and non-enforcement of laws, feelings of fear or insecurity, drug and alcohol dependence, etc. Correspondingly, problem solving efforts under COPS also consist of appropriate development-oriented projects and activities under the Economic/Livelihood Development, Moral/Spiritual Renewal, Education and Public Information, Crime Prevention through Social Development (CPTSD), Good Governance, Crime Prevention through Environmental Design (CPTED), Anti-Drug/ Substance Abuse and other Programmes embodied in the NACS.

This core component is complementary and supportive to Full Service Policing (FSP). The greater the number of problems addressed and solved, or at least mitigated under problem solving, the lesser crimes and volume of work there shall be for Full Service Policing, and vice versa.

FIGURE # 3

3.Community Partnership (CP) (See Figure 3)

The effectiveness and success of the police in implementing Full Service Policing and Problem Solving shall depend mainly on its partnership with the community. Beset by the perennial lack of

resources and capacity, the police could hardly cope up with the traditional or mainly reactive way of polic-
ing, how much more will they be able to cope with the inclusion of FSP and PS? Developing Community
Partnerships is the solution to the lack of resources and capacity of the police.

Under this component, the police shall undertake an anti-crime / People Empowerment
Campaign to motivate, enlighten, organize, and mobilize as many citizens as possible. The mobilized citi-
zenry shall be tapped by the police, as its Force Multipliers, to increase its capacity in terms of volunteers,
and/or Resource Multipliers, and to increase its material and financial resources. In fact, youth could be
used as Junior Police and Youth Barangay Tanods to help the police in Full Service Policing.

Community Partnerships are the linchpin component that determines the success or fail-
ure of COPS in any community. This is due to the fact that Anti-Crime People Empowerment is the key to
unleashing and harnessing people power, which can tremendously boost the capacity and resources of the
police to effectively undertake both FSP and PS. This can be made possible even without any increase in
the police budget for additional personnel and material resources.
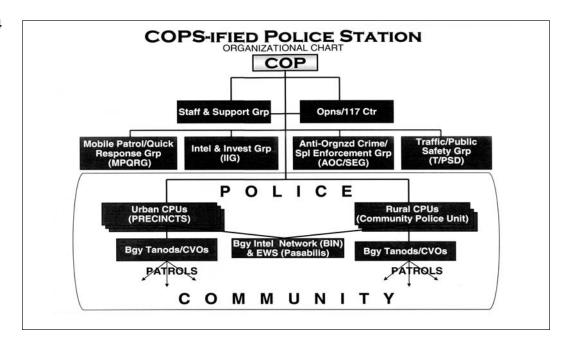
COPSified Police Unit Structure (See Figure 4)

For the purpose of operationalizing COPS, the most appropriate police unit is the City
Police Office or Station, including Municipal Police Stations in Metro-Manila. Most of the City Police Offices
or Stations, however, have to be re-structured, and the officers retrained, into what can be termed a
"COPSified Police Unit Structure", to ensure their suitability and capacity of properly implementing COPS
in their respective jurisdictions.

Shown on the chart below, is the organizational structure of a typical or average COPSified
Police Station. Only those related to COPS are highlighted as follows:

1. Chief of Police - commands/controls the police station
2. Operations/117 Center - station facility for exercising command and control over its
    subordinate units and operational support groups. It doubles as the call/dispatch center
    for receiving and acting on all calls for police action or assistance from the public.
3. Operational Support Groups - the station has four Operational Support Groups:

    (i) Mobile Patrol/Quick Response Group (MP/QRG) - Its strength is at least one team is
    equipped with at least one mobile car or patrol jeep with mobile radio directly linked to the
    Operations Center/117 Center. The MP/QRG is capable of conducting Intervention
    Operations, Bomb and Explosive Disposal, Hostage Rescue and Negotiation, Close
    Quarter Battle and Mobile Patrol/Pursuit Operations, among others.

    (ii) Intelligence and Investigation Group (IIG) - Its strength is its personnel, who number
    at least five including the Group Chief, two investigators and two intelligence officers. They
    are equipped with basic investigative and intelligence kits and equipment, as well as with
    at least one motorcycle with a handheld radio.

    (iii) Anti-Organized Crime/Special Operations Group (AOC/SOG) - Its strength depends
    on the nature and number of organized crimes and Special Operations performed on a
    regular basis. The most common crimes related to organized criminal groups are drugs,
    kidnap for ransom, car theft, gunrunning, smuggling, cattle rustling, illegal fishing, illegal
    logging, illegal gambling, illegal recruitment, hijacking/bus-jeepneys or holding them up,
    and bank robbery. Minimally, there should be specialists/secret marshals on the most
    prevalent and pernicious areas afflicted by organized crime in the Area Of Responsibility
    (AOR).The AOC/SOG shall be equipped with at least one motorcycle with one portable
    radio.

FIGURE # 4

(iv) Traffic/Public Safety Group (T/PSG) - Its strength depends on the volume of traffic, accidents, hazards, and disasters in the locality. The T/PSG is equipped with at least one motorcycle; or preferably one mobile car, and one wrecker/tow truck.

4.   Community Policing Units (CPUs) - The station has eight CPUs, broken down into the following categories:

(i)   Urban CPUs - There are two urban CPUs, all located within the city/town proper. Their mini-AORs are small in land area, but thickly populated. Each urban CPU is equipped with at least two bicycles, a telephone, two handheld radios, and a base radio at the CPU Center that is linked to the Operations/117 Center and the Mobile Patrol/Quick Response Group. They are supported by barangay tanods in conducting beat patrols, and are further supported by the Barangay Intelligence Networks (BINs).

(ii)   Rural CPUs - There are six Rural CPUs, all located outside the city/town proper. Their mini-AORs are big in area, usually consisting of clusters of barangays (villages); but are sparsely populated.   Each Rural CPU is equipped with a motorcycle or a horse, a telephone if available, a handheld radio, and a base radio at the CPU Center that is linked with the Operations/117 Center and the Quick Response Group. They are supported by Civilian Volunteer Organizations (CVOs) in conducting barangay rondas or patrols. They are also supported by the Barangay Intelligence Networks (BINs).

COPS: Best Practice

Introduction

In 1993-1994, then Senior Inspector Francisco Baraquel worked on his thesis for his Master in Development Management at the prestigious Asian Institute of Management. It is entitled: "Toward the Development of a Community-Based Crime Prevention and Control Programme: "A 'Koban' Model for the Philippine National Police." (Note: COPS was adopted on August 15, 1994. Hence, it could have been entitled as "A COPS Model for the Philippine National Police). In his search for a model *"koban"* or COPS for the PNP, he researched and made a comparative study of "BAC UP" (started in June 1986)

in the Visayas, "KAUBAN" in Mindanao (started in October 1991), "Pulis Patrol-Lingkod Bayan" in Metro-Manila (started in early 1992), and Sectoral Organizing in Luzon (started in 1991).

Baraquel's 174-page thesis came to the conclusion that: "BAC-UP can be considered as the most successful implementation of a community-based crime prevention programme for the following reasons:

1. It was able to sustain its objective of minimizing the levels of crime incidence, notwithstanding the fact that the commander who initiated the project was already transferred.
2. It presented a concrete example of committed private sector involvement manifested in the joint undertakings of the Rotary Club of Bacolod City-East and Negros Occidental PC/INP Command. (Note: BAC UP should get the credit, where Rotary Club of Bacolod City-East Rotarians are also members).
3. It was undertaken at no cost to the government while completely overhauling the deployment structure of the Bacolod City Police and providing it with the needed administrative, communications and mobility requirement.
4) It emphasized the need for building awareness and eliciting response through social marketing.
5) It provided for the recruitment, training and integration of the "barangay tanods" in the community police structure.
6) It also provided for livelihood projects and the provision of soft loans for the police officers".

"Evaluating the level of crime incidence in Bacolod City, the available statistics showed that the total crime volume in the city considerably went down from a high of 3,500 crime incidents in 1989 to a low of 607 crime incidents last year. This goes to show that BAC UP has been able to sustain the gains that it has achieved in 1986 up to today, as far as keeping the level of crime incidence at minimal levels. The dramatic decrease in crime incidence in the city is mainly attributed to the institutionalization of the "BAC UP" within the communities of Bacolod City".

"The access of the BAC UP to civic organizations showed its advantage in overcoming the operational handicap brought about by resource constraints with the material support given by the Communities".

Premised on the foregoing, the BAC UP is being presented in this workshop today, as the COPS Best Practice. Although COPS was experimentally started in 1991, and officially adopted by the PNP in 1994, the concept has been substantially applied and operationalized in Bacolod City since 1986. For lack of a name, as the Japanese "Koban" was not well known yet then, it came to be known as the BAC UP, the acronym of the non-governmental organization that spearheaded the decentralization of Bacolod City Police Station (BCPS) and the building of Community Partnership against crime. It was made to sound "back up", as essentially BAC UP is backing up the BCPS in the fight against crime.

The BAC UP

In 1986, Bacolod City had a population of 320,000 in a land area of 15,611 hectares distributed among its twenty (20) barangays, including the city proper. It was being protected and served by about 400 police officers who were concentrated in only one small area, that is, the compound housing the BCPS. There were then several complaints against the station coming from various sectors of the Community, concerning to its gross ineffectiveness in protecting and serving the Community.

At that time, Bacolod City had the highest crime rate among the eight administrative sub-divisions of Western Visayas Region. In fact, its crime volume was equivalent to the combined crime volumes of all the other cities and municipalities of Negros Occidental, whose combined population was about six times bigger than that of Bacolod City. There were then organized crimes, including kidnapping,

being perpetrated by a number of syndicates, the most notorious of which was the so-called "Magnificent 7".

The gravity of the peace and order situation then was exacerbated by the strong presence of the Communist insurgents throughout the province, including Bacolod City, coupled with the isolation of the police and military from the civilian populace, as an aftermath of the overthrow of the Marcos regime. What made it worse was the prevailing suspicion that the Negros Occidental PC/INP Command (NOPC/INPC) was responsible for the assassination of the BCPS Chief, the late P/Col Gilfredo Geolingo. Compounding the situation was the mistrust by the Community of the Provincial PC/INP Command, as they suspected it to be protecting the "Magnificent 7" syndicate. To top it all, the crime situation in Bacolod City then was really quite appalling, considering that its land area and population were only two and fourteen (14) percent of the province as a whole, and yet 50% of the crime volume was occurring in Bacolod City.

The Decentralization Plan (See Figure 5)

Undaunted by the then-discouraging situation, the NOPC/INPC leadership undertook an in-depth estimate of the situation to come up with the best course of action in addressing the alarming crime situation in Bacolod City. The end-result of the process called for the decentralization of BCPS, among others.

The plan envisioned dividing the station's areas of responsibility (AOR) into eight mini-AOR's; two of which are urban areas, with the remaining six being rural areas. Accordingly, eight precincts were manned by police personnel mostly coming from the Bacolod City Police Station (BCPS), with some augmentation from the Provincial Command.

To regain the trust and confidence of the Community, purging of misfits was conducted and sustained. It was part of the plan to activate Barangay Tanods to augment the police in the different precincts. Likewise, community support was tapped for the purpose. Additionally, a massive crime prevention consciousness drive was waged, for which purpose; a primer on crime prevention was prepared for publication.

The Decentralization Plan was submitted to the Chief PC/Director General, INP-then Major General Renato S. De Villa, who expeditiously approved it on May 4, 1986. However, it was subjected to a certain constraint that turned out later to be a blessing in disguise; that is, **its implementation would not entail any additional budgetary outlay, personnel and equipment on the part of the government**. It was really quite a tall order, as it would entail millions of pesos to implement the proposed project.

Implementation

Luckily, the Provincial PC/INP Commander came to know Mr. Sonny Coscolluela and Mr. Leo Echauz, and subsequently Mrs. Nena de Leon, who were to play key roles in this project. With the help of the Rotary Club of Bacolod City-East and these three key persons, a symposium on peace and order was organized, which "was the first of its kind in the entire history of the province and Bacolod City". The symposium was held on June 7, 1986 in Bacolod City and drew participants from the different sectors of the Community, including heads of civic clubs, workers, business and homeowners associations, professionals and many individuals, representing a general cross-section of the citizenry. The Rotary Club of Bacolod City-East acted as the facilitator during the affair.

During the symposium, the NOPC/INPC Commander briefed participants on the alarming criminality, and peace and order situation in the city. He also pointed out that one of the major problems confronting the city as far as crime prevention and control was concerned, was the highly centralized structure of the BCPS. The entire force of about 400 police officers was concentrated in only one station. This gave criminals the advantages of knowing how long and/or where the police would be coming from. Responses to calls for assistance were very slow, because police would be coming from and the public had a hard time contacting the station due to so many calls. Likewise, the area rendered safe by the presence of the police was only the vicinity around the BCPS.

The approved restructuring/decentralization of BCPS was presented in turn. It was explained that the setting up of eight (8) precincts under the command umbrella of BCPS would yield plenty of advantages and benefits to the Community. Notably, it would bring the police force much nearer to the areas sanitized by the presence of the police. It would be more difficult for criminals to commit crime, and citizens have more units to call for assistance, in addition to the BCPS. Finally, the problem of implementing the plan was raised.

Having been told that "community involvement is one of the strong pillars of the Criminal Justice System", right then and there, those attending the symposium came to a decision to organize themselves and form a non-profit, non-stock and non-political foundation, which would provide them legal status in soliciting contributions. Mr. Coscolluela and Mr. Echauz immediately presented a prepared plan and a programme of action to the participants. Their efforts paid off, as the participants approved them and decided to get organized. An ad hoc committee chaired by Coscolluela was formed for the purpose. Thus, marked the birth of the Bacolod Citizens for Unity and Peace (BAC UP) Foundation.

Based on its Constitution and By-Laws, BAC UP was formed to pursue the following goals:

1. Promote peace and order in Bacolod City;
2. Promote the welfare of peace officers;
3. Organize the citizens for community development;
4. Engage in fund generations; and
5. Assist the peace officers in the drive against criminality.

BAC UP adopted part of the NOPC/INPC plan and labelled it the "BAC UP Plan", whose components included the following:
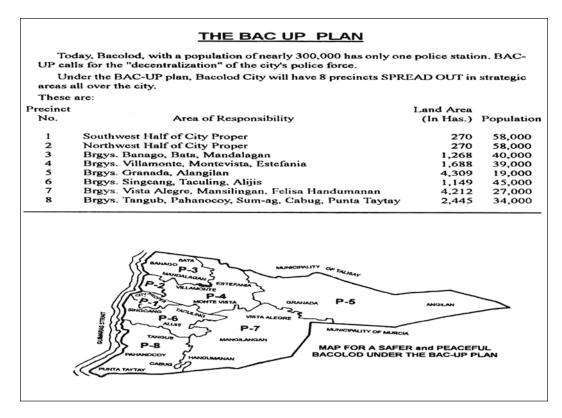
1. Put up more precincts all over the city;
2. Maintain massive and sustained public education on crime prevention; and
3. Tap community participation in police work.

From the first organizational meeting of the ad hoc committee, several working committees were formed to study, conceptualize and market the plan of dispersing police services, and the need to support the foundation. The committee's initial action resulted into a campaign brochure proclaiming "BAC UP YOUR OWN NEIGHBORHOOD AND SAY NO MORE TO CRIME". The brochure made public the goals, plan and benefits that would accrue to the Community. BAC UP, through the fliers, urged the public to "join the growing Bacolod Citizens for Unity and Peace and make BAC UP, Bacolod's own People Power against Crime". **(Please see Figure 5)**

The committees moved fast, as they were determined to push for the setting up of the eight precincts as soon as possible. Meanwhile, NOPC/INPC led by its commander and BAC UP members launched a massive and sustained information and organizational drive. All kinds of sectors and neighbourhoods were covered. The proposed project was well received, and the resource mobilization so fast, that barely a month later, a precinct was activated.

On July 12, 1986, the first "son" - Precinct No IV, was inaugurated at Barangay Villamonte, Bacolod City. Not long after, it was followed by the second "son" - Precinct No II for the northwest half of the city proper. In October 1986, the third "son" was born, and it was no less than President Cory C. Aquino, who inaugurated Precinct No. III at Lopue's Shopping Mall in Mandalagan, Bacolod City. She was so impressed that she endorsed it as a model to be replicated in other cities. In a span of a little more than three months, BAC UP and NOPC/INPC were able to realize the activation and operationalization of three precincts, housed in buildings volunteered free of rent by the owners. Furthermore, BAC UP took care of the rest such as patrol vehicles, motorcycles, radios, telephones, water, gasoline, electric bills, office supplies and even rice and snacks for the police officers manning the precincts.

FIGURE # 5

THE BAC UP PLAN

Today, Bacolod, with a population of nearly 300,000 has only one police station. BAC-UP calls for the "decentralization" of the city's police force.

Under the BAC-UP plan, Bacolod City will have 8 precincts SPREAD OUT in strategic areas all over the city.

These are:

Precinct No.	Area of Responsibility	Land Area (In Has.)	Population
1	Southwest Half of City Proper	270	58,000
2	Northwest Half of City Proper	270	58,000
3	Brgys. Banago, Bata, Mandalagan	1,268	40,000
4	Brgys. Villamonte, Montevista, Estefania	1,688	39,000
5	Brgys. Granada, Alangilan	4,309	19,000
6	Brgys. Singcang, Taculing, Alijis	1,149	45,000
7	Brgys. Vista Alegre, Mansilingan, Felisa Handumanan	4,212	27,000
8	Brgys. Tangub, Pahanocoy, Sum-ag, Cabug, Punta Taytay	2,445	34,000

MAP FOR A SAFER and PEACEFUL BACOLOD UNDER THE BAC-UP PLAN

BAC UP was granted its incorporation papers by the Securities and Exchange Commission on October 3, 1986. With this newly attained status, the foundation proceeded to elect its Board of Trustees, placing Mr. Leo Echauz as its Chairman. The new board was tasked to follow up and expedite the realization of the five remaining precincts. To facilitate its work, the Foundation organized Precinct Chapters which were tasked to support and team up with their respective counterpart precincts. This measure further widened and deepened the mobilization of the Community. Involved in the Precinct Chapters were homeowners associations, business establishments and many concerned citizens who campaigned for more people participation. Bazars and other fund-raising projects were held by the different chapters to get the much-needed financial support. All these fund-raising activities became a show of people's power, which considered fighting crime not just a police problem, but very much also that of private citizens.

The initial three precincts were followed by more, and in a year's time, all initially planned eight precincts were in place and fully operational. On average, each precinct had two patrol vehicles, one motorcycle, three radio sets, a rent-free renovated or new building as office, telephone, typewriters, etc. These were all provided by BAC UP on a usufruct-basis, meaning, owned and supervised by BAC UP, but used by the police rent-free. To ensure longevity and proper use/maintenance of same, BAC UP hired drivers and radio operators to operate them at its expense. The Precinct Chapters functioned as administrators of BAC UP-owned equipment, partner and adviser/consultant of the Police Precinct on community mobilization and participation in the anti-crime campaign, and supporter/provider of its requirements rolled into one.

Some Precinct Chapters even put up livelihood projects for the spouses of police personnel. Hospitalization, educational and/or burial benefits were provided by BAC UP to police personnel who got sick and wounded or killed while in the performance of duty. Mrs Nena de Leon put up the capital which was loaned almost interest-free to police personnel to free them from loan "sharks". She also served as the conduit for funds from anonymous donors which were disbursed by NOPC/INPC Commander to bankroll "Operation: Private Eye" that offered and gave reward money to informers in the anti-crime campaign in Bacolod City.

In addition, BAC UP funded the printing and free distribution of 5,000 copies of the 32-page "Primer on Crime Prevention". It also helped in the training and partial support of about 3,000 Barangay Tanods that were deployed in conjunction with the precincts. Most BAC UP chapters organized and mobilized their respective neighbourhoods to help in policing the Community, such as like serving as part of the neighbourhood crime watch and telephone brigade in their respective precincts. During Christmas, BAC UP hosted Christmas parties and gift-giving for police personnel and their dependents.

Results and Stature of BAC UP

In the first two years of its existence, BAC UP managed to raise and spend about P5 million. This was the amount that the collective efforts of the Community, spearheaded and catalyzed by BAC UP, raised to realize and support the eight police precincts for the first two years alone. Hence, through Community Partnership or People Power, the decentralization of BCPS into eight precincts was realized at no extra cost, equipment and personnel outlay to the government.

The above amount does not include the massive and sustained volunteer work also being performed by 3,000 Barangay Tanods, the neighbourhood crime watch, the telephone brigade, etc., which are very difficult to quantify.

As a direct consequence of the decentralization of BCPS into eight precincts, and the Community Partnership with the people led by BAC UP's eight chapters, crime decreased by 30% within a year, reckoned from the activation of the first precinct. The downward trend continued in the succeeding years.   The peace and order situation markedly improved such that Bacolod City went down from No. 1 to only No. 4 in the crime rate ranking in Western Visayas Region. Likewise, the "Magnificent 7" and other syndicates were forced to relocate to other areas, due to the decentralization and police-community partnership.

On the part of the police, especially NOPC/INPC, the most important windfall they received from the BAC UP phenomenon, was the shattering of the wall that was isolating them from the Community. It enabled them to regain and enhance the trust and confidence of the Community. As days and months passed, the partnership and teamwork between the police and the Community became closer and stronger. As observed by Ms Kanaan, "the BAC UP movement unfolds a beautiful love story of mutual trust and understanding between the civilians and the police/military-a feat that sounds difficult to achieve these days, especially because the former appear to be wary of the latter".

For their pioneering work on what is now known as COPS, both BAC UP, BCPS, and NOPC/INPC became recipients of national recognition. The Public Relations Society of the Philippines gave the much-coveted *ANVIL AWARD* to BAC UP on March 4, 1987 for having been judged the Most Outstanding Public Affairs Programme for Peace and Order. BAC UP, BCPS and NOPC/INPC were given Plaques of Merit by President Cory Aquino on August 10, 1987 for exemplary work in the peace and order campaign.

The stature of BAC UP in Bacolod City is best described by Ms Kanaan as follows: "Today, BAC UP is the pride of many Bacolenos involved in the movement. Involvement comes in the form of cash or in-kind, ranging from one peso to thousands of pesos, from coffee to cookies and sandwiches, for the police officers staffing the precincts. Contributors and supporters come from all walks of life: the fish and vegetable vendors, security guards, jeepney and taxi drivers, housewives, sidewalk vendors, the thriving and not thriving businessmen, and the affluent, the almost affluent, and the seemingly affluent sugar planters turned prawn growers."

As a movement, BAC UP is now part of almost all nooks and crannies of Bacolod City. It has become synonymous with BCPS, such that a lot of people would rather say "Hey, BAC UP is here", instead of saying "Hey the police are coming". Most heartening about BAC UP is that it is already nineteen (19) years old now. It has managed to stay alive, notwithstanding the notoriety of Filipinos for *"Ningas Cogon"*, *"Bahala na"*, crab mentality, and other disabling tendencies. It is significant to note that BAC UP is still around, and the number of precincts increased from eight (8) to ten (10).

Concluding Perpective

The key factors for the successful operationalization of COPS, based on the BAC UP experience, are the following:

1. Credibility and image of the implementor and/or initiator are such that he/she should have the trust and confidence of the Community in the area.s

2. Higher level/quality of participation (ideally, commitment) on the part of the implementor, such that he/she is willing to sacrifice in terms of exerting more efforts, devoting more time to work than leisure, working with different kinds of people from all walks of life, etc;

3. Proper behaviour as public servant and protector that will make him/her well-liked, approachable and easy to get along/work with the people, such as being humble, tactful, patient, courteous and know how to appreciate the help being extended by the people (never be arrogant, high-handed, boastful or humbug);

4. Being apolitical/non-partisan on the part of the implementor and the project to be undertaken, making him/her and the project acceptable to and supportable by various sectors of the society; and

5. Responsiveness and civic-mindedness of the people in the Community, as exemplified by the people of Bacolod City and Negros Occidental who participated in and/or supported BAC UP.

BIOGRAPHY

Miguel G. Coronel obtained his baccalaureate degree with academic excellence from the Philippine Military Academy (PMA) in March 1970, and his masters in political science and economics at the University of the Philippines in 1971-1975. These were enriched by his military and police service training, and as course director and instructor at PMA and Philippine Constabulary (PC) Training Center, and Lecturer in Economics at the University of the Philippines in 1973-1976. His academic career was capped with a Ph.D. in Criminology from the International University, Independence, Missouri on July 18, 1997.

He served in the Armed Forces of the Philippines and the Philippine National Police, with distinction in various key positions, notably as Provincial Commander/Police Superintendent of four Provincial Philippine Constabulary/ Integrated National Police Commands; as Regional Director and as Director for Operations, Logistics, and Personnel of the Philippine National Police; and as Executive Director of the National Drug Law Enforcement and Prevention Center under the Office of the President until his retirement on May 8, 2002, with the rank of Police Director (Major General). He was subsequently appointed Undersecretary and Executive Director of the Dangerous Drugs Board, in which capacity he crafted the holistic National Anti-Drug Strategy and the National Anti-Drug Programme of Action. He was appointed as a Commissioner of the National Police Commission on June 15, 2003.

He has authored several articles and three (3) books; namely: Pro-Democracy People's War in 1991 (on insurgency and counter-insurgency), People Empowerment Against Crime in 1996 (on national anti-crime strategy and community-oriented policing) and National Anti-Drug Programme for a Drug-Free Philippines in 2001.

THE EXPERIENCE OF DIADEMA, SÃO PAULO, BRASIL

By Mayor José de Filippi, Jr.

Introduction and Greetings

Thank you very much. Good morning ladies and gentlemen. It is a great pleasure and I am very honoured to be here. First of all, I would like to express my gratitude to UNODC and the ICPC for inviting me to participate in this workshop on Strategies and Best Practice for Crime Prevention.

I am going to try to convey to you all the work that has been implemented in the last four years in Diadema, regarding our Public Policies on Safety and the Prevention of Crime.

We start with some background information to put you in the picture.
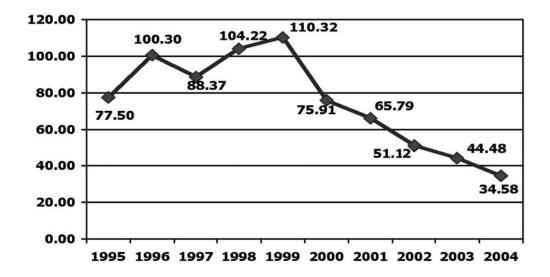
Background information

Diadema

- Industrial town with 1500 factories
- Part of the metropolitan area of the City of São Paulo
- Population: 383.600
- Total area: 30.7 Km^2
- Numbers of people by km^2 : 12.496, making it the second largest of the country)
- Unemployment rate: 21.23% in 2001, 15.70 % in 2005

Between 1995 and 1998, the population of Diadema grew 3.4%. But during the same time the numbers of homicides increased by 49%. In 1999 the numbers of reported homicides were 31.2 per month - an average of one person murdered per day. Subsequent studies showed that the majority of people involved were men, aged between 16 to 30 years old and 60% of these homicides occurred from11PM to 6AM in public areas, near bars and other similar establishments.

Cases of Homicides in Diadema from 1995 to 2004: Rate per 100.000 inhabitants

**Strategies and Interventions on Community Crime Prevention:
A Local Good Practice Model**

Since 2001, The City Council has introduced 10 major new interventions on the Safety and Prevention of Crime in Diadema.

Tackling the Problem of Urban Violence!

The overall objectives of the crime prevention and safety policies implemented were:

- To improve the effectiveness of policing to reduce crime and violence.
- To create more opportunities and attract investments for social and preventive actions.
- To facilitate better community participation in the identification of local problems and their solutions.
- To improve the operational systems for inspection and law enforcement.
- To create multi-agency coordination, at both strategic and operational levels, in planning and delivery of services relevant to crime prevention and community safety.
- To focus also on social exclusion issues.

Public Policies on Safety and the Prevention of Crime: Strategies and Interventions

<u>First Intervention:</u>

Creating the *Municipal Department of Social Policies and Public Security* and mapping all criminal activities in the region. The new Department of Social Policies and Public Security was created in January 2001, few weeks after the present administration came into power.

Objectives:

- To co-ordinate the action among the different agencies involved in the prevention of crime, along side the Mayor's office.
- To improve the diagnosis, strategic planning, monitoring and evaluation of crime prevention measures.

This helped to bridge the gap between the Mayor's office and the public security issues in the City, and established daily bulletins to the Mayor's Office on all the crime incidents reported.

<u>Second Intervention:</u>

The Integration of all Police Forces in the City: Municipal, Regional, and Federal Police Forces.

Objective:

- To improve the effectiveness of all activities concerning prevention and crime control in the City.

This meant sharing information and working together for the first time.

Third Intervention:

A new law enforcing the closure of all establishments that sell alcoholic beverages from 11:00 PM to 06:00 AM was introduced in July 2002. In 2001, crime, violence, and lack of safety in general were the main problems in the City. Several businesses and factories wanted to move away from Diadema. After 6 months of monitoring and mapping, it became clear that 60% of homicides in the region happened either in bars or in their vicinity, between the hours of 11PM and 6AM.

Objective:

- To reduce the numbers of homicides and other criminal activities in the City.

Lives were saved! Based on research conducted by the Pacific Institute for Research and Evaluation and the Federal University of São Paulo, it is estimated that 273 homicides and 216 assaults on women were prevented over the 24 month period after this law came into effect (from July 2002 to July 2004), in comparison to figures from the same period before the law (from July 2001 to July 2002).

Partners:

- The Pacific Institute For Research and Evaluation, USA
- The Federal University of Sao Paulo, Sao Paulo Brazil

Fourth Intervention:

The launching of the Municipal Council for the Safety and the Prevention of Crime.

Objective:

- To facilitate active, diverse, and comprehensive community participation on all issues concerning public security and prevention policies.

Partners:

- ILANUD - United Nations Latin American Institute for the Prevention of Crime and the Treatment of Offenders
- The Institute "Sou da paz", São Paulo, Brazil

This created a Permanent Public Consultation and Advisory Committee on Crime Prevention.

Fifth Intervention:

Increasing the Municipal Police Force by 70%, and establishing the operation called "The Neighbourhood Angels".

THE NEIGHBOURHOOD ANGELS

Objectives:

- To adopt a community policing model patrolling the streets by foot, bicycles and motor-cycles
- To improve on all crime prevention action
- To have more visibility on the streets
- To be more available and accessible for the community
- To provide better assistance on the streets

The Neighbourhood Angels in Action: from January to December 2004, the presence of the Neighbourhood Angels on the streets of Diadema had a major impact, resulting in a 50% reduction in the overall number of incidents in the areas where the operation took place.

Sixth Intervention:
The Young Apprentice Project: Diverting Adolescents from Drug Trafficking

Objectives:
- To target vulnerable young people from identified high risk and socially excluded areas where drug trafficking activity is present.
- To offer regular help to adolescents from 14 to 16 years old with a monthly income support of R$ 130,00 Reais (about the equivalent of US$ 50 Dollars).
- To provide sports and cultural activities.
- To provide professional training and education.
- To enhance their self-esteem and to develop their advocacy skills.
- To offer work place-ments with several businesses and indus-tries, in partnership with the City Council.

In 3 years of running the project, almost 4000 adolescents have received regular support. Some of them were school dropouts and who were encouraged to go back to school.

Seventh intervention:
Articulated Social and Environmental Policies include:

- Comprehensive lighting of streets and public places in socially deprived areas
- Urbanization of local shanty towns *(favelas)*
- Increasing the numbers of local day nurseries
- Educational projects for young people and adults
- Health programmes for women and children
- Specialized training for young professionals

- Community projects on sports, culture and leisure, such as: Theatre, hip-hop music, dance, football, and *capoeira*.

Objectives:

- To articulate several social, environmental and cultural programmes alongside the prevention of crime and safety public policies.
- To integrate policies that goes beyond traditional crime control and situational crime prevention responses to include social development approaches and community renewal actions.

Eighth Intervention:
The Installation of Surveillance Cameras.

Objective:

- To provide better assistance on the surveillance and monitoring of identified areas in the city.
- Twenty six cameras have been installed up to now, with the target of having 100 cameras in strategic places by the end of 2005.

Ninth Intervention:
Inspections and Law Enforcement Operations

Objective:

- To promote a better integration and improvement on all systems of inspection and law enforcement operations on crime control and prevention in the city.

The *"Programa Diadema Legal"*, or the "Cool" Diadema Programme, includes inspections of bars, inspections of irregular commercial establishments, inspections of noise and social disturbances, and the control of the informal market - street vendors.

<u>Tenth Intervention</u>

The launching of 3 major campaigns:

1. The Disarmament of Fire Arms Campaign
2. The Children's Disarmament of Toy Guns Campaign
3. The Drugs and Alcohol Awareness Campaign:Training of a Drugs and Alcohol Prevention Team from the Municipal Police Force staff)

In just 9 months of the Disarmament of Fire Arms Campaign, around 1,400 guns were collected, and around 15,000 toy guns were collected and exchanged for comics and children's books. The Municipal Police Force staff now give drugs awareness training to students at local primary and secondary schools.

Diadema - A Better Place to Live!

Some of the results achieved with these interventions:

<u>Homicides</u>

Before and after the law enforcement of the closure of bars from 11:00 PM to 6:00 AM:

THE CITY COUNCIL OF DIADEMA
Department of Social Policies & Public Security

DIADEMA - A BETTER PLACE TO LIVE!

Homicides:
Before and after the law inforcement of the closure of bars
from 11:00 PM to 6:00 AM

2001	2002	2003	2004
65.79	54.12	44.48	34.58

2001/2002 – reduction of 17.74%
2001/2003 – reduction of 32.39%
2001/2004 – reduction of 47.44%

11th United Nations Congress on Crime Prevention & Criminal Justice

HOMICIDES AMONG YOUNG PEOPLE AGED BETWEEN 16 AND 20 YEARS OLD

2001	2002	2003	2004
54	37	27	26

DIADEMA LEAVES THE RANKING OF THE 10 MOST VIOLENT PLACES IN THE ESTATE OF SÃO PAULO:

YEAR	POSITION
2000	1st
2001	3rd
2002	6th - 9th
2003	13th
2004	18th

BIOGRAPHY

José de Filippi Junior is Mayor of the municipality of Diadema in the State of Sao Paulo, Brazil, and a civil engineer by training. In January 2005 he began his third term in office as Mayor. He joined the Brazilian Worker's Party in 1981, which is the same Party as the President of Brazil, Mr. Luiz Inacio Lula da Silva. He has been part of the Diadema City Council since 1986, twice as Secretary of Public Works, and three times as Mayor. His work has always been informed and influenced by his three main priorities: Social Inclusion, Health, and Safety.

URBAN REGENERATION AS A CRIME PREVENTION STRATEGY: THE EXPERIENCE OF WARWICK JUNCTION, ETHEKWINI (DURBAN), SOUTH AFRICA

By Richard Dobson

Internationally, the nature of cities holds our fascination, with disparities between developed and developing, size, age, architecture and planning, and urban design and history, to name but a few. The amalgam of these determines the signature of a city. Urban migration is perhaps the most common challenge to cities, but the impacts of urbanisation have unique consequences on each city. The growth of 'megacities', and their global consequences, is often presented as a statistical prospect which captures public attention. The quality of the life in the future megacity is hard to appreciate, because we are often attempting to interpret it from a position of privilege, devoid of a city context experiencing exponential growth.

In all rapidly urbanising cities, and to a lesser extent those marked with spontaneous growth, the contest is around public space and the opportunities that commanding this space affords. These spaces or conduits are livelihood opportunities exploited for both good and bad. Survivalist pressures tend to push activities towards the latter. Due to lack of understanding, we generally accept the conclusion that a future marked by mass urban migration will be fatal, but there is evidence to the contrary. Examples do exist where citizens are particularly considerate in their creative sharing of public space. There is an appreciation that these public spaces are process places. Economist, Kenneth Paton, noted, "Cities are successful in their ability to take people from some point of entry and elevate them to some new level in the economic order of things". Urban migration is a survivalist response. For many, despite indescribable hardship, cities have been able to elevate and provide for their inhabitants. This is recognised by the migrant, but is it appreciated by urban practitioners? Redesigning public spaces can be a powerful development tool for local governments to give effect to Kenneth Paton's statement. However, it implies that we embrace the potential for transformation and move toward proactive engagement with the forces of urbanisation. For example, what value should be placed on parking bays for private motor vehicles, over vending stalls for survivalist women heading single parent households?

In Warwick Junction, South Africa, there are such women, admittedly with more determination than privilege, who, through vending opportunities, boast professionally qualified children. Cities have a built-in instinct to survive. Perhaps we lack the developmental courage to work with this robustness...

Pre-industrial London had a choice - sink in sewage or move to higher ground - neither happened. The water closet was invented and London continued to embrace urban evolution.

The South African context is very specific in that from its history of apartheid, it entrenched social, political, and economic exclusion. This was overtly maintained by law and force; however the most insidious was the power of spatial planning. Cities were planned around offering privileged property rights in racially exclusive neighbourhoods. With democratisation this has been abolished, but cities still experience the aftershocks. A meaningful market transaction transfer of land ownership is a slow process, which means that if inclusion is to be accelerated, the public spaces within cities must be used as developmental tools. Equally, the use of apartheid public space was conceived around the cultural preferences of the minority that today is not necessarily appropriate, and is ripe for evolution.[1]

The main lesson to emerge from the Project was the value of area-based management (ABM), that is, that the lead be focused and assumed by district-level local government, so that administration is on the communities' doorstep. This close relationship allows for a more accurate assessment of local needs and maximises the developmental opportunities latent in the public realm, which, in the case of Warwick Junction, included relocating the traditional healers' herb market.

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[1]   The Warwick Junction Project, described in the fact sheet below, released new energy into the transformation of post-apartheid eThekwini (Durban). (A further article and a critique can be found at www.interfund.org.za/pdffiles/vol5_one/Sanders.pdf and at www.interfund.org.za/pdffiles/vol5_one/Horn.pdf).

The Inner Thekwini Regeneration and Urban Management Programme (iTRUMP) has since absorbed the Warwick Junction project as one district within its Programme. This expanded Programme uses much of the prior lessons learned, particularly that of area-based management which has also been institutionalised as a local government function within the eThekwini Municipality. From this work, five urban regeneration strategies can be identified as having made a positive contribution to crime prevention.

Context
Warwick Junction, located in eThekwini municipality (formerly Durban) in South Africa, is a transit hub on the periphery of the central business district, which includes the main city bus and train stations and taxis ranks. An estimated 300,000 citizens, visitors, and commuters pass through the area each day. During the apartheid era, Black and Indian buses, prohibited from entering the city centre, had to stop on the Junction. It became the main site for informal trading in the municipality, including some 500 traders selling herbal cures, and providing survival support to their urban and rural communities. By 1996, the area was in considerable urban decay and there were serious problems of crime and order maintenance. The expanding taxi trade and informal traders were using the streets and pavements to trade, and living in unsanitary conditions, often sleeping on the streets. The area gave rise to considerable environmental, safety, health and planning concerns.

Goals
- Improve the safety and security and overall quality of life of the Warwick Junction area.
- Promote citizen and community empowerment through organized participation in decision-making with the city administration.
- Upgrade cleanliness and the quality of the physical environment.
- Increase trading, employment and investment opportunities.

Description
The Warwick Junction Urban Renewal Project began in 1997. It is a multi-agency holistic redevelopment initiative which turned a problematic area into a vibrant business centre and a popular tourist attraction. Rather than clear the informal traders out of the area, the city administration recognised the importance of the informal economy and decided to work with them, and other key stakeholders, by negotiating to improve their conditions in a participatory way. It chose to locate the project office at the Junction rather than City Hall. A derelict warehouse was converted into a community hall for this purpose, and to enable project teams, community members and city representatives to meet and discuss issues, and to serve as a base for developing the consultation process with stakeholders. An umbrella traders' street committee was established to enable them to discuss their needs and space requirements. The city then identified a section of elevated city highway which had never been utilized. By constructing a bridge and pedestrian access, they were able to create a purpose-built and functional Herb Traders Market. The more limited space necessitated negotiations among the informal traders themselves, which were carefully conducted by the traders over a process of months. Each trader now had a formal rental arrangement and individual kiosk. Multipurpose centres were also created for street traders to carry out their business activities. The overall costs for the development of the market, infrastructure and services were approximately $500,000 (USD).

Subsequent developments included the construction of other market areas, with night lock-ups for goods, and regular cleaning by the city. The project has also revamped streets and improved lighting and sanitation in the area. To deal with the traffic congestion caused by the huge growth in private taxis, the city has created taxi ranks and holding areas.

Outcomes

Since the implementation of the Warwick Junction Renewal Project, there has been a marked improvement in trading, commuter safety and living conditions. Crime rates have declined from 50 violent deaths in the Warwick Junction area in 1997, to a recorded 6 in 2002, in part due to the work of the traders who formed an organization Traders Against Crime using conflict resolution to resolve disputes. The annual turnover of the Herb Traders Market has increased enormously. Apart from the area becoming a major tourist attraction, an employment chain of an estimated 14,000 jobs in Durban has been created. Nevertheless, residents in the area are still concerned about the level of safety and security. The City has now launched the Inner eThekwini Renewal and Urban Management Programme (iTRUMP) to apply similar processes to other inner-city areas.
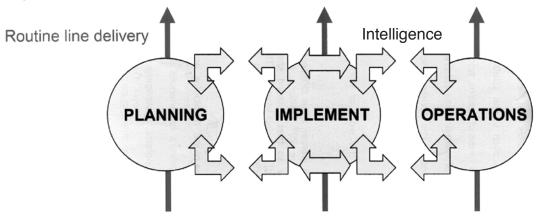
Partners

City Council, Traders Association

STRATEGY ONE: Integration through area based management

The following diagram represents the local government line department operating within the iTRUMP programme:

INSTITUTIONAL MODEL

Planning **represents those departments responsible for strategy and forward preparation, such as Spatial Planning, Land Use Planning, and Transport.**

Implementation **is broadly more technical in the sense of project packaging, tendering, and implementation, and involves: Architectural Services, Urban Design, Infrastructure, and Project Management.**

Operations **clusters the maintenance/management line function departments. This group is an enormous asset whose potential can only be realised by using a system of integrated management. This cluster includes City Health, Informal Trade, Solid Waste, Metro Police, South African Police Services (SAPS), Waste Water Management, Drainage and Coastal Engineering, Roads, Traffic Authority, Urban Design, Architectural Services, Parks, Housing, Protection Services (including Fire and Safer Cities), Real Estate, Licensing, Electronic Services, and Development and Planning.**

The iTRUMP programme is one of 5 Area-Based Management programmes to be piloted by the eThekwini Municipality for 5 years, with sector support funding from the European Union. Each programme has its own area-sensitive Business Plan and staffing organogram. iTRUMP opted for a 'joint leader' model where the programme responsibilities of *regeneration and urban management* receive focused and integrated attention from the Programme Leaders. The regeneration function includes all planning and economic matters, whereas urban management includes the implementation of capital projects.

The programme leaders report to the office of the City Manager, and not directly within a line function, while the remainder of the iTRUMP team is drawn from line departments. For example, the Environmental Health Officers lead the district-level operations teams. These teams meet on a monthly basis with representatives from all of the aforementioned departments. This particular team makes two significant contributions:

i)   It provides an immediate response to public realm repairs and maintenance;
ii)   It is the major repository for invaluable 'kerb-side intelligence'. This information is used to identify recurring maintenance items that need external intervention either to minimise or eliminate them. To achieve this, Technical Task Teams are formed from the operations team members to focus on the issue at hand. Currently, within Warwick Junction, 36 such teams have been formed.

The benefit of Area-Based Management (ABM) is found in the institutional value of this 'kerb-side intelligence'. As the diagram indicates, this information is continuous in its feedback into planning and implementation. Equally, in their own right, these two disciplines generate intelligence that is critical to operational performance. The pulse of a developing city must be continually felt in order to achieve creative and responsive local government.

STRATEGY TWO: Value Consultation
Meaningful, quality consultation is critical to:

i)   Informing projects;
ii)   Implementing projects; and
iii)   Sustaining projects.

This underpins the ABM approach in that it gives relevance and authenticity to projects, but it is also important in its interaction with the intelligence cycle as it assists in providing a valuable 'reality check'.
The consultation process must be such that participation is seen to be valued and, where possible, stakeholder preferences should be acted upon. Furthermore, individual and community reciprocity should be built up, meaning that conferred rights/opportunities should carry responsibilities.

STRATEGY THREE: A Wide Project Spectrum
A wide project spectrum of hard and soft (capital and human/social), gender-based, or sector-specific is essential as a 'hedge-strategy' to ensure programme progress.
A commitment to consultation/community participation can have unpredictable results or delays. The wide spectrum means that there are generally projects that can move to implementation to maximise spending within a financial year. A further outcome is that community participation is invigorated, as a wider cross-section of stakeholders experience programme receptivity.

STRATEGY FOUR: Safety through Environmental Design
The Warwick Junction Project has experienced the benefits of this discipline on many occasions. Significant expenditure in upgrading the illumination levels of street lighting had, almost to the switch on date, a statistical reduction in the theft of motor vehicles. An elevated pedestrian crossing notorious for assault and robberies was upgraded (design manuals sometimes classify this condition as a 'canyon'). Various design guidelines were implemented with respect to the critical heights of balustrades including guaranteeing visibility through the balustrades to ensure maximum surveillance from all surrounding elevations, material selection, and lighting. The project also identified pedestrian congestion caused by opportunistic informal trading as an additional concern. In the consultations that ensued this reason was

forwarded to the traders as the motivation for their removal. The traders were clearly dissatisfied with this and offered to ensure public safety across the bridge in exchange for the opportunity to trade. An unofficial community compact (a term commonly used in South Africa to refer to a community agreement) developed where formal stalls were erected to manage the uncontrolled trading in order to reduce pedestrian congestion. Over the last 5 years, this 'canyon' has been virtually incident free.

iTRUMP has an overarching project termed the corridors and precincts of excellence. This is a network of the priority pedestrian and vehicular routes within the inner city whose urban design characters are being progressively re-imaged. An important component of this project is public safety, both in real terms and in perception. Detail design is informed by current design standards but, more importantly, by the 'kerb-side intelligence' previously described. The advantage of having the iTRUMP programme imbedded within local government is that the culture of awareness becomes the conscience of a broader group of implementers and operators. The Programme's Better Buildings Project has a specific building-by-building focus (472 in number), but a heightened awareness of those buildings along or within the corridors and precincts of excellence.

On a lighter note, the 'nose test' is often a foolproof indicator that a public space is potentially unsafe. If the configuration along the edge of a public space is such that it provides sufficient privacy to urinate in public, then 'safety through environmental design' is urgently needed!

STRATEGY FIVE: District Distinctiveness

The iTRUMP programme prescribes to 'district distinctiveness', meaning that each of the 9 inner city districts has a specific contribution to make to the whole through a community of local stakeholders who do, or can, contribute to that purpose. An overall inner city vision holds this intention at the centre. The outcome is a rich mix of activities, architecture, urban design detailing, stakeholders, and culture. It enables celebrating the local dynamic and is reinforced by a number of the preceding strategies, such as Strategies Two and Three.

Conclusion

In conclusion, how do these strategy outcomes contribute to urban crime prevention?

1.   *They establish an environment of positive influence.*

Every programme has the objective of achieving integration, which in reality is often difficult to achieve and onerous to maintain, but in the moments when it is achieved, the multiplier benefits are extraordinary. Crime thrives in an anonymous and disordered environment.

2.   *They exert maximum influence on negative activities.*

During the 2004 December Festive Season, the iTRUMP Programme chaired a multi-agency committee representing all the seasonal operational service providers. This was an extension of the operations team approach previously described. This committee had a staff of approximately 700 under its control, of which only some 350 (maximum) were from policing agencies. The month-long season was characterised by very few serious criminal incidents, considering the additional people enjoying the inner city beaches and facilities. On one key national holiday, an estimated one-and-a-half million people gathered within 5 square kilometres. The aggregated benefits of a team larger than just police not only succeeded in containing criminal activity in real terms, but also enhanced the public perception of a safe and secure environment. For example, large amounts of litter from a previous day might suggest uncontrolled activity, which in reality was not the case. Public confidence is an important ingredient in the reclamation of the public realm from the control of criminals.

Multi-agency action enhances urban management and sustainability. For example, the theft of cast-iron drain covers for illegal sale to scrap merchants cannot remain in the realm of continuous replacement, but a project to apprehend the offenders in the short-term, to research alternate

product design to reduce the desirability of the material, and lastly, for legitimate cases of need, develop a diversionary income support programme, is workable. Directed appropriately, local government has the resources to initiate this type of integrated approach.

3.   *They establish an unmatched intelligence network.*
By establishing the dynamism implied in the ABM diagram (see Strategy One above), the network starts to generate its own internal energy that becomes self-perpetuating and a reference source progressively relied upon by the team members. The wide range of information 'banked' within the Programme is enormous. The information is best managed with a measure of informality that raises the challenge of custodianship. Nevertheless, it is a huge asset.

4.   *They are a positive influence on the crime drivers.*
Developmental and responsive local government, with projects recognising local needs, reduces the factors conducive to crime, e.g. poverty and social exclusion. The Warwick Junction Project has shown this to be a reality.

5.   *They are a positive influence on the upgrade of the physical environment.*
A degraded and under-managed public realm is an environment avoided by the public which creates the perfect enabling 'hatchery' for crime. The strategies are beneficial on two levels. Firstly, the capital projects address the urban aesthetic, and secondly, the operating teams ensure public safety, in the broadest sense, and sustainable management.
In the early stages of the Warwick Junction Project, the complexity of the challenges was likened to the unravelling of a 'knotted ball of string'. One struggles to find an end with which to start; having done so, it might then flow freely until another bunch of knots appears; patient unravelling continues, and then you proceed further. At some stage you might even have to cut the string (radical strategy change) to remove impossible knots! Urban regeneration is a process that starts with the conviction that committed intervention can make a difference. Cities can elevate people and communities. Elevated people quest for urban stability and crime reduced environments.

BIOGRAPHY

Richard Dobson was born in a small South African town west of Johannesburg. In 1978 he qualified as an architect from the University of KwaZulu Natal in Durban [South Africa]. During his university years he had a particular interest in housing which he furthered upon graduation by opening his own private practice working almost exclusively in the then black townships surrounding Durban.

Three years later, he joined an established architectural practice and the 3 person partnership continued for 15 years. During this time, the practice undertook a wide range of commissions but was noted for its residential, commercial, and historic restoration work. In all three categories the practice received numerous national awards. Richard's interest in housing continued during this time and culminated in a patent for a self-build low energy walling system utilizing stabilized earth technology. This too received a national design award and went into limited commercial production.

In 1996, upon the dissolution of the partnership, he joined the eThekwini Municipality and commenced implementing the capital projects in the Warwick Junction Urban Renewal Programme. This involvement lead progressively to his leadership of the Programme and, from 2001, its expansion to encompass the entire inner city.

He is now one of two Joint Programme Leaders of this initiative called the inner Thekwini Regeneration and Urban Management Programme [iTRUMP]. His leadership focus within this Programme is the implementation of the capital projects and inner city urban management.

His career experience has convinced him that a developmental approach, matched with quality consultation and inclusion can release enormous potential within individuals and communities.

VOLUNTEERS AGAINST VIOLENCE IN ANTANANARIVO, MADAGASCAR

By **Deputy Mayor Eduardo Razafimanantena**
and **Marie-Pierre Delclève**

Presentation of the Project

Rationale

Since 1997, the United Nations Centre for Human Settlements (UNCHS), funded by the United Nations Development Programme (UNDP), has been working in Madagascar to identify issues related to the prevention of violence and urban insecurity in Antananarivo. In 1998, with the support of the Ministry of Urban Planning and the City, UNCHS organized a National Workshop to Fight Poverty in Cities, and, with funding from UNDP, conducted an analysis on insecurity in Antananarivo. The results of this analysis were validated during the consultation workshops that took place in June 2000. This diagnosis served as the basis for the project *Volontariat Contre la Violence* (Volunteers Against Violence), which was launched by the United Nations Volunteers Programme, and the Urban Community of Antananarivo, under the guardianship of the Ministry of Urban Planning and the City.

Methodology

The project Volunteers Against Violence (VCV) falls within the framework of local level urban governance in the *Commune Urbaine d'Antananarivo* (Urban Community of Antananarivo). Its distinctive feature is its dual approach. First of all, the *'Volunteering'* approach promoted by the United Nations Volunteers Programme relies on community mobilization, participation, and partnership, in addition to mobilization campaigns against violence through various activities including social, cultural, and sports events. Secondly, the *Safer Cities* approach developed by UN-HABITAT enables all actors to work together to prevent violence at the local level, through promoting the leadership role of the municipality. The methodology which has been used is thus both participatory and preventive. With respect to community involvement and mobilization, the VCV project started with a Participatory Diagnosis by developing specific tools related to the Tananarivian context.

Strategies and Implementation

The project was launched in 2002 with funding from the United Nations Volunteers Programme (UNV). A team of 27 UNVs, including 20 neighbourhood workers, was established for an initial two-year period. The team was later reduced to 20 UNVs, and the project extended for a year.

The UNDP Office in Madagascar is in charge of funding the technical assistance, which is provided by UN HABITAT's Safer Cities Programme. The Urban Community of Antananarivo (UCA) provides the offices and the necessary human resources.

The project was simultaneously launched in two different neighbourhoods, Anatihazo and Andohatapenaka, of about 11,000 and 7,000 inhabitants, and pilot activities in the area of prevention have been implemented in each.

Objectives

In addition to its main objective, fighting violence within communities at the grass-roots level, this project aims to establish a system of coordinated urban crime prevention activities. Therefore, the following 4 objectives have been identified:

- Facilitate coordination mechanisms related to prevention initiatives, using a participatory process to enhance social cohesion.
- Establish centres to host pilot meetings in selected deprived neighbourhoods.
- Mobilize grass-roots groups and implement pilot activities that target risk groups.
- Build the capacity of local authorities and NGOs to prevent crime and violence.

Key Results Relating to Key Actors

1.   The Urban Community of Antananarivo

The Urban Community of Antananarivo has always strived to find the appropriate human and financial resources to undertake activities or facilitate administrative procedures. Throughout the first year, the community was very actively involved in establishing a unit for preventing crime and fighting violence, composed of a broad partnership that included representatives from ministries, the community, NGOs, and local associations.

Following the municipal elections of 2003, the UCA amended its organizational structure to create the Directorate for the Coordination of Social Initiatives, as well as a General Directorate for Social Affairs and Security (DG ASS), which works in close collaboration with those involved in the project. The UCA ensures the follow-up to and continuation of activities. The DG ASS brings together key services to implement prevention policy, namely the Directorate for Health and Social Actions; the Directorate for Social, Cultural, and Sports Activities; and the Directorate for the Coordination of Social Initiatives, Firemen, and Municipal Police.

2.   The Grassroots Community

Mobilization of the grassroots community is strong, and more than 160 Neighbourhood Volunteers (NV) are involved in the project - either by carrying out initiatives aimed at sensitizing people against violence, by providing training to youths, or by contributing to the implementation of such activities. Some of these NVs have since been formalized into associations, such as Information / Education / Communication sections, or Committees for the Organisation of Social, Cultural, and Sports Events. These Neighbourhood Volunteers work on a voluntary basis, hence their title, however compensation for their involvement, notably in the form of social recognition and/or training sessions, is provided through the project in different ways.

3.   Local Associations

The project is implemented through the coordination of action undertaken by local associations. Through thematic training sessions, it works to enhance technical capacities in order to ensure participation in the implementation of violence prevention activities. A community centre in one of the neighbourhoods is being established, and this will provide the associations with a venue for their activities. The involvement of local associations is essential for the continuation of initiatives.

4.   Other Actors

Other actors, notably ministries and international NGOs play an instrumental role in the project, helping VCV to coordinate interventions.

Some Examples of Activities Implemented

The participatory diagnosis was completed with the support of the population living in neighbourhoods targeted for the intervention, as well as with other institutional partners. This has provided for the development of an intervention strategy based on 3 main work areas. Some examples of the work-related actions in these areas are given below:

Area I: Developing Approaches Related to Community-Based Policing and Justice

Bringing the police and justice closer to the community by hosting open houses, training local authorities and community safety officers, training the municipal police, and training employees in the municipality of Antananarivo.

Area II: Improving the Urban Environment

Mapping the areas in need to of lighting, and providing necessary support for citizens to undertake cleanup actions in their communities.

Area III: Developing Social Prevention Initiatives Targeting at-risk Groups

Sensitizing and educating the population through social, cultural, and sporting events, cultural and educational activities for children and youth, activities to facilitate integration and reintegration, and the mobilization of resources.

Preventing Violence through Community Mobilization

The Added Value of Volunteerism

Bearing in mind that the methodology adopted by the VCV project is based on a participatory and preventive approach, the project places particular importance on the active participation of the population, and promotes volunteering to implement the action in the strategic work areas.

The UN Volunteers Annual Report: *Tisser la toile*[1], reveals that volunteering benefits both the community and the volunteer. It enables people to become involved and increases solidarity in the community. It encourages both participation and appropriation, creates mutual links, and enhances the community's sense of responsibility. It is a rewarding experience and helps the volunteer to open up to others. Sustainable economic and social development depends not only on public authorities, but also on the synergies that emerge between civil society organizations, the private sector, and the numerous private institutions involved in volunteerism. Volunteering is an integral part of the heritage of all nations who are members of the UN Volunteers.

The neighbourhood development, especially in relation to fighting violence and crime, largely depends on the community assuming responsibility and requires their active participation in community initiatives. Since the project was launched, Neighbourhood Volunteers have actively participated in the identification, planning, and implementation of activities that address priority issues in the two target neighbourhoods.

Methods of Organization of Neighbourhood Volunteerism

The Neighbourhood Volunteers in Antananarivo live in the intervention areas, and were identified by the UNV through their involvement in various activities related to the project. In launching targeted action to sensitize and inform the population about the project, the UNV team collaborated with local authorities and others in charge of neighbourhood development to identify the individuals who could be involved.

Once the UNV team has identified a sufficient number of interested individuals, the organization developed friendly relations with them to build familiarity and sensitize them to the importance of both individual and collective human development.

At the beginning, working groups were formed by UNVs, each with one specialist and four moderators. As more NVs got involved in project activities, they were progressively integrated into the work teams, according to their areas of interest. Team composition then changed to include one UNV Specialist

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1   *Tisser la toile* (2002) Annual Report 2002. UN Volunteers: Bonn; Germany. p.5.

and four UNV Moderators. Each UNV moderator was also paired with seven NVs, each responsible for different community-related areas.

Profile of the VCV Project's Neighbourhood Volunteers

To provide a profile of Neighbourhood Volunteers and the extent of their availability, a qualitative and quantitative survey was undertaken in December 2003. All 163 NVs completed the Survey, making the participation rate of NVs who were actively involved at that time 100 %.

This survey sought to determine their motivation, their availability to respond to the needs of the community, and the areas where competencies need to be strengthened. Building their capacity will further enable them to effectively implement project activities and ensure the sustainability of these activities so that each NV can support the development of his/her own neighbourhood.

The majority of those involved in the volunteer project are women, and most of them have unstable jobs and lack job security. The youngest of the volunteers are still attending school. In general, NVs have participated in many different activities related to the project. The Participatory Diagnosis was the first large-scale action related to the project, and was launched with the goal of mobilizing the community. The most dedicated members went on to become Neighbourhood Volunteers. Workshops to enhance the competencies of NVs to identify and plan development-related activities also resulted in widespread mobilization.

Social, cultural, and sports-related events have been successful in gathering the largest number of NVs in Anatihazo, including 58% of the NVs in Andohatapenaka. In addition, 26 NVs in Anatihazo, and 27 in Andohatapenaka, are members of the committees in charge of organizing social, cultural, and sports events that was initiated by the VCV project. As a result, 11 NVs have followed a sports facilitator training course organized by the project. Other activities offered by the programme include professional training for young dropouts and women, access to micro-credit, and the development of revenue-generating activities.

One of the core missions of Neighbourhood Volunteers is to sensitize their respective environments to crime prevention issues, and 70-77 % of them have been involved in such activities in their neighbourhoods.

Results

The participatory approach leading to neighbourhood volunteering is based on empowering the population to help control and take part in their own development. The challenge lies in securing sufficient community involvement to ensure the sustainability of action implemented, and to continue identifying other potential interventions.

Given that involvement in the project is voluntary, the scope is rather limited, and depends on their availability outside their formal or informal professional activities. Many of the NVs have small jobs, mostly related to the informal sector. In addition, the majority of the NVs are women who are also responsible for their households. For many of these women, it is the hope of improving their living conditions for their children and preventing their children from getting involved in crime that inspires them to become involved as NVs.

The youngest Neighbourhood Volunteers established close ties with the facilitators of the UN Volunteers Project, and were interested in sports or leisure activities, or other professional training offered in the project. Others were more interested in the social recognition that results from their commitment. Some of these people were already recognized as being community leaders, while others have since become known in the neighbourhood through their commitment to sensitizing people to violence-related issues, and for organizing activities that enabled them to be elected as 'neighbourhood representatives'. Eight NVs have been elected to their local government's administrative *'Fokonolona'*, whose primary task

is overseeing the development of the neighbourhood. The involvement of NVs in public life is also reflected through their membership in local associations. This is of particular value to both the VCV and NVs who are able to make their associations in violence prevention activities, and this in turn allows for better coordination between associations.

The motivation of Neighbourhood Volunteers has evolved over time and requires close monitoring. Concrete action helps to unite NVs, however volunteering requires patience and coping with difficulties encountered in project implementation.

The ultimate goal of the project is to build people's capacities, help them to organize themselves, defend their own interests, identify the needs of the communities, and jointly take appropriate decisions to develop their neighbourhoods to make them more secure, so the VNU team holds training sessions on a regular basis to reinforce the competencies of NVs.

Perspectives

On the basis of the experience gained in the two pilot neighbourhoods, the Volunteering Against Violence project hopes to expand intervention to the neighbourhoods bordering the pilot sites, and more specifically, to develop an action plan to "support and promote physical, sports, and social and cultural activities". This plan is inspired by the experience gained through the VCV project, which has capitalized on social, cultural, and sports-related events in 2003 and 2004. These events, organized during school vacations, mobilized a large number of youths (1,200 participants from an overall population of about 18,000 inhabitants), and enabled them to convey educational messages to sensitize the population and induce change of attitudes. The programme included rugby, soccer, basketball, and other athletics, as well as competitions and cultural events such as music, dancing, singing, and embroidering. The sensitization programme focused on different thematic issues including protecting children's rights and women's rights, respecting private and public goods, health, notably preventing alcohol abuse, drug abuse, STDs and AIDS, and environmental protection. These programmes were developed together with the partners involved in the project.

A study to evaluate the impact of these events on participants was launched, and the results demonstrate strong sensitization on the part of organizers and participants, respect for others, adherence to internal regulations, as well as enhancing social cohesion in general. In addition, participants and local actors hope to continue organizing these types of events by developing related activities aimed at building the capacity of organizers and NVs, and reinforcing existing structures and organizations.

BIOGRAPHIES

Eduardo Razafimanantena was Deputy Mayor of the Municipality of Antananarivo, Madagascar.

Marie-Pierre Delclève was Coordinator of the project 'Volunteers against Violence' with the UN Volunteers Programme.

II STRATEGIES, PRACTICES AND LESSONS FOR YOUTH AT RISK

INTEGRATED RESPONSES TO YOUTH AT RISK:EFFECTIVE PREVENTION PROGRAMMES IN ENGLAND & WALES

By Brendan Finegan & Sohail Husain

Introduction

We thank the UNODC and ICPC for their invitation to take part in this event and for allowing us to share with you information about approaches and initiatives in England and Wales.

A study of youth crime in London concluded that its main causes were poor parenting, lack of education, lack of employment, violation of the Sabbath, gambling, the severity of the criminal code and poor policing. That conclusion may not seem particularly remarkable, except for the fact that the report was written in 1816, almost 200 years ago. It serves to illustrate that youth crime is not a new problem and that much is known about its nature and causes. The challenge for us today is to use that knowledge base to design and implement effective responses that help children and young people keep away from offending and out of the criminal justice system.

Against that background, the purpose of our presentation is to make three key points:

1. Well-designed and well-implemented prevention programmes that address 'risk factors' can achieve significant reductions in offending by even the most troubled and troublesome youth.
2. Investment in prevention can be highly cost effective compared to judicial/custodial responses.
3. Close collaboration between government agencies and civil society can achieve more than either working in isolation could.

To elucidate and illustrate these points we will draw on the example of a programme in which our two organizations, the Youth Justice Board and Crime Concern, work in close collaboration.

Crime Concern

Crime Concern is a non-profit civil society organization based in England, working with local and national partners to create safe environments. It has three main functions:

1. Delivering community-based front-line services
2. Developing the skills of practitioners, professionals, and citizens
3. Influencing national policy, legislation, and programmes.

A substantial proportion of our activity is focused on young people who are deemed at risk of getting into trouble or already in conflict with the law. Crime Concern was set up in 1988 and now has 500 staff throughout its 50 regional and neighbourhood locations across England and Wales.
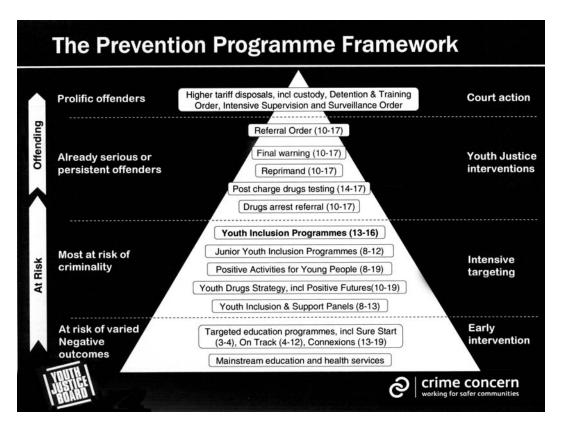
Youth Justice Board

The Youth Justice Board is an independent agency of government with a simple clear purpose set by statute, **"To prevent offending in children and young people"**, further defined as those aged 17 and under. It has drawn together many of the disciplines that exist at the front line and added these to the traditional skills and experience of the civil service. Its key responsibilities are to:

- Set up and monitor standards
- Disseminate good practices
- Advise the Home Secretary
- Purchase / commission custodial accommodation

The Prevention Programme Framework

The partnership activity to prevent youth crime works within an integrated hierarchy as set out in the figure below.

What do we mean by "integrated"? Integration occurs across a number of dimensions. It is reflected in a continuum that seeks to ensure that there is an appropriate intervention at different ages and at different levels of risk. It also involves a different mix of agencies and services working together in various ways.

At the lower end, at-risk children will receive services that are seen as mainstream, such as education, child protection, and enhancement activities. As risk or involvement with criminal justice grows, the partners change and the intensity and dosage will increase, and the emphasis becomes more explicitly crime prevention. For example, a Youth Inclusion and Support Panel for youth aged 8-13 will involve agencies gathered around a table to arrange support and involvement with a child and their family where risks of poor outcomes have been identified.
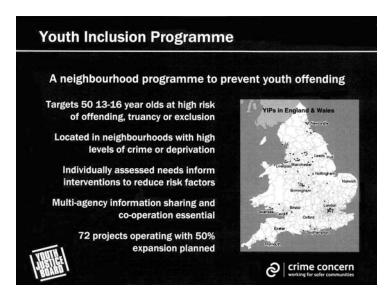
We will focus in a little more detail on the Youth Inclusion Programme or YIP. As shown on the 'triangle' in the above figure, this is targeted at those children and young people identified as being on the cusp of involvement with the criminal justice system.

The Youth Inclusion Programme (YIP)

The YIP is
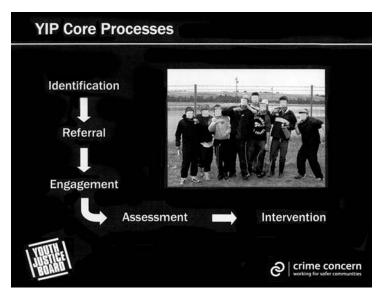
- A neighbourhood programme to prevent youth offending
- Based on a model developed by Crime Concern
- Adapted by the Youth Justice Board
- Informed by research and experience

It targets in a neighbourhood the fifty 13-16 year olds regarded as being at the greatest risk of offending, and of truancy or exclusion from school. It is located in neighbourhoods with high levels of crime or deprivation. Individual assessment of needs informs interventions taken to reduce risk factors.

YIP Core Processes
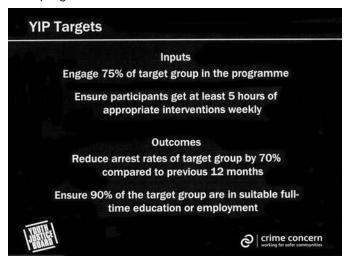
The success and strength of the YIP is that it is based on a standardized model with well-defined core processes, but delivered by local agencies, allowing it to be sensitive to the context and experience of different communities.

The assessment process, for example, is based on a standardized tool (ONSET), which identifies needs. Interventions that follow the assessment may take the form of basic skills development, re-engagement with education, community development, leisure, sports, or arts activities.

YIP Targets

The experience in Britain is that the biggest threat to effectiveness is poor programme implementation and insufficient focus on outcomes. To overcome this, all YIPs work towards common targets. Achievement against those targets is used to allocate additional support or grant more local flexibility. The interest of the Youth Justice Board is to maximize the engagement and participation of the targeted group in the programme.
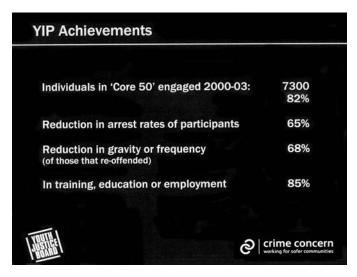
YIP Operational Arrangements

Key features of the management and operational arrangements are:

- *Funding:* National funding must be matched by local contributions
- *Delivery:* This is undertaken by voluntary organizations or local statutory partners
- *Partnership:* Multi-agency collaboration is critical
- *Quality:* Quality standards are set and implementation is quality-assured
- *Performance:* Monitoring and management of performance centrally is rigorous
- *Support:* Implementation support is provided by Crime Concern
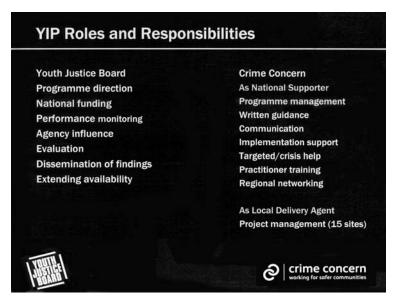
YIP Achievements

The Youth Inclusion Programmes have been operating since 2000. The statistics include engaging 7300 of the targeted individuals who present the most risk (82% of those identified). We have seen reductions in contact with the criminal justice system, as well as improved engagement with education and training.

YIP Roles and Responsabilities

The value of close co-operation between statutory and civil society organizations in this programme cannot be overemphasized. Each makes its own distinctive contribution within the partnership. The Youth Justice Board's role is to ensure programme direction and resourcing, whereas Crime Concern plays two roles: as a delivery agent and offers the provision of technical assistance.

YIP Cost Effectiveness

The benefits extend beyond the criminal justice savings shown here; many more places can be provided on YIPs than in custody for the same investment. YIPs further contribute to a wider anti-child poverty strategy by giving some of the most disadvantaged and excluded children a future

Critical Success Factors

The YIP programme is considered one of the most successful for the following reasons. We have:

- A shared ethos and commitment
- An evidence-based approach
- A well-defined model with local flexibility
- Complementary expertise
- Good centre-local communication
- Rigorous implementation

Conclusion

Our aim has not been to advise or even suggest what be done in other countries. We offer the example of YIP as a promising development, which you may wish to consider.

BIOGRAPHIES

Brendan Finegan is currently Director of Policy for the Youth Justice Board (YJB) for England and Wales which he joined in July 2001. He has developed the Effective Practice Strategy for the YJB, and was commissioning editor for the 15 YJB Key Elements of Effective Practice Guidance Notes for practitioners, managers, and other strategic partners involved in youth justice in England and Wales.

Prior to this he was a Senior Probation Officer in the Borough of Lewisham managing services for offenders aged 16 to 20 years old, has worked as a detached crime prevention probation officer. In 1998 he was appointed the first Youth Offending Team Manager in England and Wales, for the London Borough of Lewisham, responsible for 10 to 17 year old young people who offended in this multi-racial inner city area. He has also worked as part of an advisory team on humanitarian penal and community punishment services in the Ukraine.

Dr Sohail Husain was, until October 2005, Deputy Chief Executive of Crime Concern, a non-profit civil society organization based in Britain, dedicated to crime reduction and the creation of safer communities. Having joined when it was set up in 1989, he has played a key role in its development. He has had a significant involvement in the shaping and implementation of the landmark 1998 Crime & Disorder Act. He is currently a member of the Audit Commission's Advisory Group on High Crime Neighbourhoods, as well as various expert panels, and is on the Advisory Board of *Crime Prevention and Community Safety Journal*. He previously managed several Safer Cities Projects and his work has been published in the UK and overseas.

Internationally, his work has included training police practitioners in Lithuania, development of a probation service in Romania and supporting the National Crime Prevention Strategy in Canada. He has worked with the International Centre for Crime Prevention (Montreal), and spoken at international conferences in Canada, Germany, South Africa, and the USA. From 1976-89 Dr Husain was Lecturer in Geography at Southampton University (England), specialising in applied research relating to crime prevention. He currently runs Analytica Consulting Services in the United Kingdom.

THE PATHWAYS TO PREVENTION PROJECT[1]

BY MARIE LEECH[2]

Introduction

      Pathways to Prevention is a universal, 'early intervention', developmental prevention project focused on the transition to school in one of the most disadvantaged urban areas in Queensland. The project was first fully implemented in 2002. Its overarching goal is to create opportunities for positive development for children and their families, and to promote their full participation as citizens in society. Development and implementation have involved the creation of a university-welfare agency partnership that, apart from a Queensland Government grant equating to about ten percent of total funding, is supported entirely from corporate, philanthropic, and research agency sources. The project has emphasized child- and family-focused programmes equally; it has an emphasis on quantitative as well as qualitative evaluation; follow-up data on Grade 1 school outcomes have been collected; and much attention has been paid to the development of a methodology for cost-comparison and cost-effectiveness analyses based on short-term outcomes.

      Quantitative analysis of the quasi-experimental research design that underpins the child-focused programmes suggests that participation in the preschool programmes improved child behaviour, and that the cost of producing these outcomes compares favourably with remedial behaviour management programmes implemented through the Department of Education. Data on the family programme show that the project also succeeded in engaging many of the most vulnerable families in the area in a range of programmes and case study analyses, suggesting outcomes have been positive.

The Pathways to Prevention Project

      The project had its beginnings in the Federal Government report, *Pathways to Prevention: Developmental and Early Intervention Approaches to Crime in Australia*, written by a group of scholars from several disciplines that came together under the leadership of one of the present authors (Homel) as the Developmental Crime Prevention Consortium (1999). The human development perspective is fundamental to the *Pathways* approach. Developmental approaches do not see life as marked by one steady march toward adulthood that is set early in life, or indeed as any kind of fixed 'trajectory,' either for better or for worse. Instead, what occurs is a series of *life-phases*, a series of points of change, a series of transitions. These *transition points* are times when things often go wrong, especially for children from disadvantaged backgrounds, but are also times when families are most open to help, and, by extension, when intervention can occur most effectively. The transition to school is especially problematic for disadvantaged children (e.g., Rimm-Kaufman & Pianta, 2000), which is one key reason why we chose it as a focus for our work.

      The Project is located in an area with a high concentration of social problems. The community is a cluster of residential suburbs served by seven primary schools, each with a free state government preschool in the grounds. We estimate from surveys that these preschools enrol about 85% of local four year-old children. Located 20 km from the central business district, the community is bounded by freeways, light industrial estates, new housing developments, and market gardens, and had a total population of 21,109 at the 2001 Census. The area is close to one of the state's major prisons and youth detention

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complexes, which means that many families of prisoners live in the district. Census data indicate high levels of social and economic disadvantage marked by lower than average median weekly household income; low rates of high school completion within the adult population; and higher than average rates of single parent families. The community is culturally and linguistically diverse; the main ethnic groups in the area being Vietnamese (17.2%), Pacific Islanders (6.4%), and Indigenous (more than 5.8%). Significantly, the rate of court appearances by 10-16 year olds resident in the district (158 per 1000) is much higher than for the greater Brisbane area (20 per 1000).

Bearing in mind that compulsory schooling begins at about age five in Queensland, the target population was all children aged four to six years in the suburb, together with their families and relevant communities and social networks. Schools and preschools were also part of our focus, as well as other developmentally relevant local institutions. The project involved the integration of family support pro- grammes, such as the community-based *Family Independence Programme* [FIP] run by Mission Australia, and the *Preschool Intervention Programme*, or PIP, operating in four of seven schools in the area.

To clarify the focus and scope of intervention efforts, the project drew on empirical evi- dence that identifies a range of factors known to precede involvement in juvenile crime (e.g., Farrington, 1995). These may be grouped into at least three categories:

- *Individual factors* include behaviour problems, low levels of social competence, and impulsive lack of self-control.

Developmental theory and models of development (e.g., Coie, 1996) show that such individual problems interact with and are mediated by:

- *Family factors*, such as harsh and inconsistent parenting, lack of supervision, exposure to abuse, and domestic violence, and that they also interact with:
- *School-related factors*, such as lack of attachment to school, poor performance, rejection by peers, and early school drop-out.

How does Pathways work?

Pathways operates as a partnership between a university-based research team, Mission Australia, local schools, three ethnic communities, and the 'mainstream' community, the latter including other agencies. The project methodology was 'universal,' despite the fact that not all children or families in the target area were involved in programmes, because all children in selected preschools, and all families in the area, were encouraged to participate. Thus there was no attempt to target individuals or families 'at risk' of or actually exhibiting specific problems for specialized interventions, although great efforts were expended in reaching the most vulnerable families.

The project works within a community development framework, which helps ensure that intervention activities (i) are responsive and relevant to community issues; (ii) actively work to overcome barriers to participation identified in the local context; (iii) provide opportunities for immediate and positive changes in the lives of participants; and (iv) work alongside other local agencies to support families' capac- ities not just to access, but to shape institutional policy and practice in order to ensure that institutional and family systems are mutually supportive of children's development.

Because schools provide a direct point of connection with the majority of children and their families, the focal goals of the programme became to:

- Promote child competencies related to school success
- Promote family capacity to nurture child development
- Promote equitable relationships between families and schools

The Preschool Intervention Programme (PIP)

Theory and empirical evidence (e.g., Beitchman, Wilson, Brownlie, Walters, Inglis, & Lancee, 1996) emphasize the links between conduct problems and age-appropriate skills in the areas of language and social competence. This research evidence was mirrored almost exactly in the concerns raised by teachers at participating schools that antisocial behaviour and poor communication skills were the most common obstacles to school success for children in their classes. These factors then became the primary focus for the PIP and included:

- *A communication programme*: designed to enhance children's functional communication skills through a teaching sequence in which children are gradually introduced to more abstract language and more complex vocabulary and syntax formats during structured interactions with teachers.

- *A social skills programme*: designed to reduce the incidence and severity of behaviour problems and promote prosocial behaviour and positive peer relationships through a structured programme that focuses on developing children's ability to accurately interpret social information, overcome unproductive expression of emotions such as anger and anxiety, consider the consequences of their actions, and develop a repertoire of strategies for dealing with, and solving the kind of social problems that commonly occur during interactions with peers or teachers in preschool settings.

PIP elements are conducted either by specialist teachers or by programme staff. Direct skills training and enrichment activities are provided to all children attending the intervention preschools. Activities are undertaken as small-group activities during normal class time reflecting the aim to integrate PIP activities into general classroom practice.

The Family Independence Programme (FIP)

FIP includes a range of activities, some of which have a specific focus such as improving child-rearing practices as a means of reducing the incidence of difficult behaviour that can reduce a child's success at school, while others that are more broadly focused on supporting families and strengthening their capacity to deal with adversity. The broad focus on strengthening families is considered an essential foundation to skills training in order to set in motion a process that has the capacity to effect enduring change.

Given that social and cultural background influences child-rearing attitudes and behaviours, and cultural community membership provides a powerful potential source of social affiliation and support for families, there was a dedicated effort within the intervention design to address family issues within the cultural contexts in which they occur. This was enormously assisted by the employment of community workers from the Indigenous, Vietnamese, and Pacific Islander communities.

Through its varied menu of activities, the FIP enables families to participate in different types and varying levels of services, ranging from simply offering timely advice to providing intensive counselling. These activities can be grouped into the following streams:

- *Behaviour management*, such as parent training programmes
- *Playgroups:* structured activity groups for parents and 0-5-year-old children overseen by a facilitator who provides developmentally appropriate activities and learning materials, and encourages strengthening first language skills
- *Counselling:* individual and family therapy for parents and children
- *Support groups:* for a number of issues including survivors of abuse and violence, dealing with grief and loss, ethnically-specific network building, and general parent social support, among others
- *Adult life skill services*, such as computing, English classes
- *Individual advice, support, advocacy, and liaison*, such as assisted referrals to other agencies, liaising on behalf of family with institutions like schools and government social services
- *Welfare assistance*, including locating crisis accommodation, financial, food, and other material assistance
- *Youth programme*: cultural, sporting, and personal development activities for older siblings of preschool children
- *Other children's services*, including organized holiday activities, fun days, and festivals

Outcomes
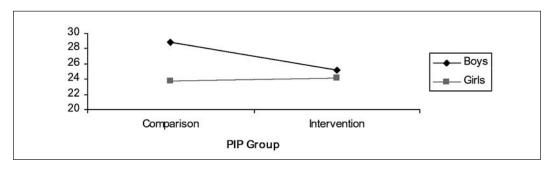
The Preschool Intervention Programme (PIP)

Within the cluster of seven participating schools, four preschools were allocated to the intervention group, and three to the comparison group. The choice of participating schools was based on principal and teacher preferences, so selection was not random. Children attending the four intervention preschools received either the Communication programme or the Social Skills programme during regular preschool sessions.

Pre- and post-intervention measures of children's behaviour were taken for all children enrolled at all seven preschools. The assessment of difficult and challenging behaviour reported here was based on data collected on 597 children, by means of classroom teachers' completion of behaviour checklists for each child in their class.

Analysis of covariance was used to assess PIP effects on behaviour scores at the post-intervention assessment phase, while statistically controlling for pre-intervention score. Behaviour was measured using the Rowe Behaviour Rating Inventory (RBRI: Rowe & Rowe, 1995). This showed a significant Group x Sex interaction ($F_{(1, 591)} = 6.045$, $p < .05$). The positive effect of the PIP on reducing levels of difficult behaviour was evident for boys but not girls (see Figure 1). The Preschool Intervention Programme appeared to be effective in improving the level of children's behaviour over and above the effect of the regular preschool curriculum.

FIGURE #1: RBRI TOTAL SCORE: SEX X PIP GROUP INTERACTION

Did the Family Independence Programme succeed in engaging with families?

FIP was not a standardized, single-focus, time-limited 'treatment package' that provided a uniform experience to all participants. Rather, it was a diverse set of activities developed in response to community issues elicited through the Community Insight Survey and other means, and in some measure provided an individualized service for families. Families had their own reasons for using the service and elected to attend whichever element(s) they desired from the available menu (Table 1).

TABLE 1:

FIP Service Element	% FIP sample who accessed the service	N
Behaviour management	47.2	76
Playgroups	43.5	70
Counselling	21.7	35
Youth activities	8.1	13
Support activities	16.8	27
Individual advice, support, advocacy, & liaison	36.6	59
Welfare assistance	10.6	17
Other adult services	21.1	34
Other children's services	18.0	29

Note: Families often made use of more than one service within FIP.

Evidence that FIP achieved its goals is seen in the following ways:

- 161 families of preschool children, representing over one quarter (27%) of the eligible population, participated in the FIP. This suggests general acceptance of the programme by parents who made their own choice to attend. The average number of contacts with FIP was 21.5 (median 14; range 1 to 139).
- The movement of families between different FIP components, and patterns of multiple use of these programme elements suggests staff tailored services to families' individual needs and established positive relationships to earn their trust. As an example, 64% of those families who participated in an intensive individual behaviour management programme had already attended a more basic group version of the programme. When multiple use of the nine different FIP programme streams is considered, 56.3% of families were found to have participated in more than one service. On average, families participated in 2.4 different streams of the FIP.
- Descriptive data profiling the characteristics of FIP participants shows that the service was used by some of the most difficult-to-reach families experiencing high levels of adversity. Nearly half the FIP families experienced major issues of care, abuse, or violence as their most serious stressor. The total number of stressors experienced by each family ranged from 0 to 17.

Did the Family Independence Programme produce positive outcomes?

While the relationship between family variables and FIP participation indicates that parents experiencing high adversity are more frequent users of FIP, our current quantitative data do not permit conclusions regarding whether the FIP improved these kinds of outcomes. However, the question of whether the FIP was effective in reducing levels of family adversity and promoting parents' capacity to nurture their children's development can be validly addressed using alternative methods. Current evaluation efforts include the collection of a series of case studies, constructed through interviews with FIP workers and participants. These case studies suggest positive outcomes. For example, one family maintained a three-year involvement with the FIP. The mother commented, *"It has taught me to understand more about my children and to communicate with them … my family has changed for the better."*

Quantitative measures of some of the constructs suggested by the case studies and other aspects of the work with families, such as *parental efficacy*, and other aspects of empowerment, are now being collected in a way that will permit sophisticated quantitative assessments of the impact of FIP. These outcomes will be reported in later publications.

Economic Analysis of the Pathways to Prevention Project

The analysis included the development, implementation and evaluation phases of both FIP and PIP. For purposes of comparison, separate cost analyses were also performed for remedial interventions carried out by Education Queensland. In this section, the methods employed for the cost analyses are described briefly, and some cost data reported by way of illustration. A summary is then provided of the findings when cost and effectiveness were combined, and preventive programmes from the *Pathways Project* were compared with EQ remedial programmes.

The development stage of the analysis involved an accumulation of the costs involved in conceptualising and planning the *Pathways to Prevention* project. The analysis took into consideration the academic component, which facilitated the conceptualization of the project and the building and coordination of the partnership between Mission Australia and Griffith University. The costs were assessed under three categories: Griffith University development, Mission Australia development, and materials and related expenses.

The costing of the implementation phase of the FIP involved analysing six smaller programmes and an administration component. The programmes and their individual components were:

1. *Indigenous Programme* - Playgroups, Murri Family Support, Individual and Family Support, Youth Programme, and Community Development Programme;
2. *Pacific Islander Programme* - Samoan Playgroup, Tongan Playgroup, Individual and Family Support, Youth Programme, and Community Support Programme;
3. *Vietnamese Programme* - Playgroup, English classes for Vietnamese speakers, Skills Programme, Individual and Family Support, Youth Programme, and Community Support;
4. *Triple P Programme* - Level 4 Triple P, and Enhanced Triple P (Individual Triple P);
5. *Individual and Family Support Programme* - Counselling and advocacy, Parenting for Survivors of Abuse; and
6. *Administration*.

The cost of the implementation stage of PIP was assessed in terms of the Communication Programme and the Social Skills Programme. Each programme was divided into a further three categories: personnel (includes all labour), operational costs, and material costs.

The costing of the evaluation side of the analysis was divided into the following categories: researchers (including tenured academics), casual research assistants, community profile, materials, and sundry expenses. Given that the evaluation was conducted over a number of years, each category was disaggregated to demonstrate how much had been spent.

The total cost of the project for the first two years of full implementation in 2002 and 2003 across all domains was more than a million dollars. However, the critical question is whether the project delivers good value for this expenditure. One step in answering this question is to calculate per-participant costs. Per participant costs for the school-based intervention of the *Pathways to Prevention* project are provided in Table 2. Note that the costs do not represent the development and evaluation stages of the project. The inclusion of these two components would distort the actual cost of the intervention and make any cost-comparison with competing programmes difficult. For technical reasons the per-participant costs of the FIP are not reported here.

TABLE 2:
PER PARTICIPANT COSTS OF SCHOOL-BASED PROGRAMMES

	Pathways to Prevention Social Skills Programme	Pathways to Prevention Communication Programme
Cost of Programme 2002-2003	$15,434.92	$52,767.21
No. Participants 2002-2003	100	125
Per Participant cost *Cost programme/No. Participants*	*$154.35*	*$422.14*

To carry out the comparative analyses, Pathways and remedial programmes were classified as either helping to improve the behaviour of children with 'borderline' behavioural problems, or as aiming to help those children with more severe behavioural problems. Based on a set of cost-comparison analyses (not reported here), a cost-effectiveness analysis assuming three levels of effectiveness was then conducted. The analysis assumed that all programmes were 100% effective, 50% effective, and 25% effective in reducing behaviour or learning difficulties. An assumption was also made that the programmes evaluated do have a lasting effect in terms of diverting children from future interventions at different stages throughout childhood and adolescence.

The cost-effectiveness ratio measured in dollars, the number of children successfully 'treated' as a result of one of the intervention programmes. This analysis allowed a comparison of the alternatives that are available to treat children identified as having poor behaviour or learning difficulties. Data were from 2002 with all costs discounted to 2004 dollars at a discount rate of 5%.

The analysis focused on two components: behaviour management programmes and literacy enhancement programmes. The categorization of the Pathways programmes does not imply that behaviour management and literacy enhancement are their only goals, or that one programme is better than another at reducing either behaviour problems or learning difficulties, rather the grouping was used to demonstrate as simply as possible the differences in the costs of preventative and remedial intervention programmes.

When levels of effectiveness are fixed, the analysis corresponds to a simple cost-minimization problem (minimize dollars). By holding the dimension of level of effectiveness constant, the alternative with the best cost-effectiveness ratio dominates on this dimension whilst remaining exactly the same on the other dimension. To go beyond this would require a cost-benefit analysis, valuing all costs and benefits of the alternatives, so caution must be exercised in deciding which alternative is most preferred. However, the technique of holding levels of effectiveness constant demonstrates the cost of successfully treating a child who has been identified as at-risk or who displays poor behaviour, using alternative programmes.

To summarize the main findings, the cost analysis of the individual programmes revealed that the preventative project, Pathways to Prevention, was significantly cheaper than the remedial programmes analyzed. The cost-comparison analysis of the individual programmes also found that per participant costs were significantly lower for preventative programmes when compared to those of remedial programmes. Finally, when assuming comparative levels of effectiveness across alternatives, and testing levels of effectiveness at different levels, preventative interventions were once again more cost-effective.

It should not be concluded from this that preventative programmes should replace remedial programmes. Rather, the implication is that future research should be conducted which effectively measures levels of effectiveness across remedial and preventive approaches. A further implication is that there is an imbalance in funding between the two forms of intervention, with prevention being the poor cousin. It is likely that a substantially greater investment in preventive programmes, while maintaining a level of support for remedial programmes for children who 'fall through the net', would yield optimal levels of overall cost-effectiveness in terms of behavioural and learning outcomes.

Conclusion

The *Pathways* approach appears to offer a useful model for preventative practice in disadvantaged communities, although only a small fraction of the evidence could be presented. The evaluation suggests the soundness of strategies such as building support structures outwards from a nucleus of child-focused programmes, and offering individualized programmes that are underpinned by basic principles of family support. In this model front-line community staff have the skills to build trusting relationships with families while being supported by colleagues who have the specialist knowledge to recognize and respond to critical developmental issues.

The evaluation suggests that the preschool programme produced beneficial outcomes for children, subject to appropriate caution arising from the non-randomized design. The finding of more marked improvement in behaviour among participating boys compared to girls may suggest that the programme is particularly effective in enhancing outcomes for children whose behaviour places them at greater risk for school failure. That the benefits may be sustainable, at least in the early years of school, is suggested by the evidence that the project succeeded in engaging with some of the most vulnerable families in the area, enhancing the chances that for some children the family environment will become more conducive to positive development, survival in school, and a lower rate of participation in crime in the later primary and adolescent years.

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BIOGRAPHY

Dr Marie Leech holds the position of General Manager, Community Services, at Mission Australia. In this position, she provides strategic directions and policy for the organization's 150 community services across the country. These services cover a wide range, from early intervention to aged care, and include services for families, for young people, and for homeless people. She also co-ordinates the research programme for the organization and manages a publication schedule which includes major Advocacy Statements, Occasional Papers, and Snapshots. In addition, she is called on to provide social policy advice to management of the organization, and in this context, Dr Leech provided direct input into the Reports on Welfare Reform through her role as adviser to the CEO of Mission Australia, Patrick McClure, Chair of the Reference Group on Welfare Reform in Australia.

Dr Leech has a Ph.D in Social Policy from the University of Sydney and a Master of Science and Society from the University of New South Wales. She has had extensive experience in research across a range of issues, for example, policy and provision for unemployed people, homeless people, and families. In 1997, she worked on the early intervention project funded by the National Campaign Against Violence and Crime, which resulted in the production of the Pathways to Prevention report. In the field of housing provision, she collaborated with Professor Bettina Cass in the production of the Women's Issues Paper of the National Housing Strategy. Recently her research focus has been on community capacity building. She has published on this and other topics.

THE DRAFT NATIONAL POLICY ON CHILD JUSTICE ADMINISTRATION IN NIGERIA

By Adedokun Adeyemi

Urban crime has been the predominant form of crime over the years, hoisted, inter alia, on the phenomena of rapid urbanization and unplanned urban and housing expansion. The over-stretched facilities and infrastructures have failed to cope with the heavy explosion, whilst unemployment rate increases, social exclusion, lack of educational opportunities, poverty, and heightened squalor have become the order of the day.

> *(We) Call upon Member States to take preventive, protective and rehabilitative measures, through enforcement of compulsory education and provision of vocational training for the youth, monitor and bring abuses to light, carry out situation analysis at various levels, and raise awareness through public education activities and the mass media, including the incorporation of the appropriate educational modules into the school curricula at the primary, secondary and tertiary levels, and build coalitions with the civil society* (African Heads of State and Governments, 2005: 4);
>
> *Pursue policies of economic growth to create employment, alleviate poverty and ensure better and equitable income distribution, in order to ensure access by the most vulnerable groups, particularly women and children, to productive assets, including land, credit, technology and information. The resultant programme can be prosecuted in a partnership between government, the private sector, the citizens and the international community, particularly targeting accelerated growth of agriculture and food production, and also complementing these with health services and transportation systems at affordable rates. Particular attention should be paid to strengthening family economic empowerment programmes and social safety nets for the most disadvantaged families and vulnerable groups, including women, children and youth, prone to crime commission and recruitment into criminal syndicates* (African Heads of State and Governments, 2005: 5);

Nigeria fully endorses these views. Accordingly, Nigeria is seeking to establish Non-judicial/Community Juvenile Crime and Delinquency Prevention Policies and Programmes (Draft National Policy on Child Justice Administration in Nigeria).

The principles of corrective and preventive measures that have been adopted in the national approach to delinquency prevention in the country are meant to ensure that children would be useful citizens and active participants in the economic, social, political, and cultural development of the country through the National Children Exchange Programmes; Workshops for Prefects of Schools; School Social Works; Cultural Competitions; School Debates; Drug Free Clubs; Literary and Debating Societies; Workshops, Seminars, and Symposia; Children and Children Holiday Programmes; National Children Clubs; the National Directorate of Employment; and Children in Employment (Waste to Wealth) Programmes.

Officially, a lot is being done to encourage and develop Group Work Services, which are designed to influence, for good, the transformation of children from adolescence to maturity. These services are aimed at the social progress of the society and of the individual by encouraging personal initiative and self-help, stimulated by loyalty to the community. Many training courses in, inter alia, citizenship and leadership, and national children training have been introduced with a view to developing the all-round personality of the individual. Also, sporting and other recreational activities and facilities are provided and

encouraged through various Children Clubs and Councils. These services and programmes will be strengthened and enhanced.

Family Welfare Services are also available to help sustain the domestic health of the family, which Nigerians believe, has the primary responsibility for socialization of children and young persons. Also, school education complements these services, and virtually all children and young persons are entitled to education, both in the academic and vocational training senses. However, government intrusion into primary and secondary education, in order to provide free education has led to a sudden secularization of education, Nigeria being a multi-religious society. This has had the effect of pushing religion into relative unimportance, yet we all know it contains those tenets characteristic of most widely accepted cultural norms. Concomitantly with this situation, the teaching of civics was also dropped for some time. Periodically serious attention had been called to the implications of these lapses, and all the authorities have made some efforts to take appropriate measures to remedy the situation. This development will be salutary in applying some brake to the effects of rapid industrialization, urbanization and technological, as well as other forms of development. It is therefore a welcome development that some States have now returned, or are in the process of returning, private schools to their owners.

Despite the erosive and sometimes pervading impact of our experience of colonization, aided by the massive infusion of foreign values into our cultural life, through the importation of technology and technological know-how and the aggressive drive of the international mass media, we in Nigeria are still trying to retain our cultural identity.

In addition, there has been a nationally coordinated planned programme, for over twenty-eight years, to create facilities for the recreation, rehabilitation, and training of juveniles, as measures against the rising trend in juvenile delinquency. A National Plan for a Youth Corps Programme had previously been under constant revision in successive National Development Plans, but seems no longer to be included in future plans.

Efforts are constantly being made in the overall national planning process to provide for social development. However, it is felt that a general Programme of Social Development, at both national and state levels, cannot be as beneficial as the specific incorporation of social development components into specific development projects.

It is therefore appropriate to lay out the following *Goals and Objectives* contained in the Draft National Policy on Child Justice Administration in Nigeria, as well as their implementation strategies, in relation crime and delinquency prevention for our children below the age of eighteen (18) years. (Draft National Policy, 2005: 17-19).

Goal

The essence of crime and delinquency prevention in children is to ensure that the potential for offending/delinquent behaviour is minimized in them, thereby:

1. For the child, assuring his growth as a good and responsible adult citizen;
2. For the society, assuring order, peace and security; and
3. Economically, reducing the cost of minimizing offending/delinquent behaviour in the society.

Objective 1

i. Generating child / parental awareness about their rights and responsibilities.
ii. Promoting early childhood services that promote the psychological development of children.

<u>Implementation Strategies</u>
- Communication through the media and other accepted modes, such as drama and sports competitions;
- Establishment of a good parenting assistance / counselling programme to increase parenting skills;
- Establishment of psychological monitoring and counselling programmes to assist in the positive development of the child, as well as motivate and support the child to enable him/her to identify and achieve educational, vocational, and social goals. This will also enable the child to address the internal factors that may put him/her at risk of offending; and
- Establishment of *Community Children* for social and civil education.

Objective 2

Ensure provisions to allow access to quality and affordable education as a tool for transforming children into responsible members of the community.

<u>Implementation Strategies</u>
- Full implementation of the Universal Basic Education (UBE) Programme to ensure education of the child;
- Vigorous re-introduction of civic and moral education in the school curriculum; and
- Establishing a mechanism to place police and social welfare personnel in schools with a view of reducing victimization, criminality, and anti-social behaviour in schools and in the community.
- Working with school on 'whole school' approaches to behaviour and discipline;
- Identifying and working with children and young people at-risk of becoming victims or offenders;
- Supporting vulnerable children and young people through periods of transition, such as the move from primary to junior secondary school or junior secondary to senior secondary school; and
- Creating a safer environment for children to learn and live in.

Objective 3

Empowering and supporting families to enable parents build up their capacities for to alleviate poverty.

<u>Implementation Strategies</u>
- Promote income-generating programmes and micro-credit schemes for both parents and children;
- Develop job creating schemes in the Community;
- Establish socially uplifting programmes for children;
- Provisions for government and donor funds to support such projects;
- Utilize court orders to assist the parent to be in control of his/her family, including his/her child; and
- Enhance social services for children, such as offering free education or free primary health care services, for example.

Objective 4

Community participation and ownership of the Child Justice System must be entrenched in the system.

Implementation Strategies
- Build awareness and involvement of the entire community in crime and delinquency through visits to schools, churches, mosques, and community associations;
- Establish a Community Crime and Delinquency Committee to facilitate awareness-raising, and monitor the Court, police, prisons - personnel and facilities, etc.; and
- Introduce Community Service Schemes for children and communities to participate fully in.

Objective 5

Encourage children's participation in the planning and implementation of the criminal justice related programmes.

Implementation Strategies
- Establish peer education for children in and out of school;
- Establish peer juries in the context of the Family Court, as well as that of Community Conflict Resolution; and
- Ensure participation of the child offender in a life skills adolescent development programme, such as anger management, civil responsibilities, and skills acquisition.

Objective 6

Train all officers working with children in order to enhance their mentoring and counselling skills and techniques.

Implementation Strategies

- Revise the curricula of the various agencies and institutions offering training to include counselling, community service, community development, and other developmental components, which will stimulate the requisite skills in the officers trained therein; and
- Ensure the training of all such officers in those requisite skills, as well as in communication skills, which shall ensure their impartation to the children in their charge.

Objective 7

Establish child-friendly facilities in both rural and urban centers, to enable children access information, counselling, and remedial services.

Implementation Strategies
- Establishing 'children desks' at police stations, schools, clubs, local governments offices, and suitable rural facilities, which will enable children to be able to access:
  - Complaints mechanisms for abused children or children at risk of abuse or victimization;
  - Remedies (civil and criminal) where abused (or otherwise victimized), or those deemed at-risk of such; and
  - Information or counselling.
- Offering information about their own actual or potential abuse or victimization, or that of other children known to them, including physical, sexual, and psychological abuses.

Additional strategies and best practices being adopted by Nigeria can be enumerated as follows:

1. Educating/sensitizing youths to the facts surrounding victimization that are available, with specific reference to conditions in the urban areas. Such knowledge will hopefully help the youths to avoid being victimized.

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2.   In spite of poverty, make efforts to avoid social exclusion of youths, and encourage the community to develop partnerships with all levels of government to organise community projects, which aim to prevent youth from offending. Such projects can be micro-credit projects, for example, in which the community is involved in both supervising and monitoring.

3.   Establish community policing, additionally with community-oriented projects, such as the posting of a policeman within a particular community or school, or working with families, communities, or schools to intervene at the earliest sign of difficult behaviour on the part of a child, and to correct and guide the child away from offending.

4.   Establish a group of community interventionists, including social workers, who will work closely with the police working in the community and/or the schools.

5.   Plan or re-plan the urban centres, with a view to containing the negative effects of population explosion in the face of unplanned and unsupported urban development.

6.   Empower or re-empower families to become capable to take or re-kindle interest in their children, and to form the necessary linkages with them to avoid social exclusion.

7.   Obtain, wherever available, technical cooperation for capacity-building, including training, which will empower pertinent officials and community members to learn the best practices in crime prevention for youths at risk.

Apart from Nigeria's plans for children and youth at risk, in the area of crime prevention more generally, Nigeria has developed a project, in collaboration with the United Kingdom's Department of International Development's (DFID) Security, Justice and Growth Programme, to look at the Informal Police Structure (IPS). The IPS is already operating on the ground throughout Nigeria, however the project is focused on the States of Enugu and Jigawa, dealing with two IPS entities per state. The project sought to provide training to the IPS operatives, with a view to sensitizing them to respecting human rights, improving their enforcement capabilities, improving their record-keeping abilities and their knowledge about arrest procedures, and improving their relationship with the police, for whom they now act as informants. The project has thus utilized this very useful machinery for crime prevention and control in Nigeria, thereby augmenting the efforts of the Formal Policing System, epitomized by the Nigeria Police Force. The project has been successful and the IPS is now being organized under the umbrella of Neighbourhood Associations; and a bill is being drafted to formally recognize these associations and formalize their objectives and processes.

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YOUTH SEXUAL EXPLOITATION:
A STRATEGIC APPROACH TO COMBATING TRAFFICKING
OF YOUTH IN THE CZECH REPUBLIC

By Radim Bures

This chapter presents a promising strategy to tackle trafficking of young people both from and to the Czech Republic. The objectives outlined in the anti-trafficking policy adopted by the Czech government are threefold: i) prevent young people from being trafficked both to and from the country, ii) identify and punish perpetrators of human trafficking, and iii) support victims unconditionally - regardless of the circumstances that lead to their being trafficked

Building blocks were developed to meet the stated objectives of the strategy. The key building blocks are that: the government assume the lead; the strategy be comprehensive; the strategy be developed in collaboration with law enforcement agencies as well as civil society and NGOs; that those involved with the project be alimented with training; and that the project reach all segments of society.

Background

> *In brief:*
> - *After the opening of borders in the early 1990's, following political changes, the Czech Republic quickly became a target country for human trafficking and traffickers.*
> - *The country has since transformed from a country of origin into a transit country and, increasingly, a country of destination.*
> - *Steps have been taken in both legislative and criminal justice areas to fight this, yet they have only provided partial solutions. For anti-trafficking strategies to be effective, prevention and victim support must be included as core elements.*

The Czech Republic is a small country of 78 864 square kilometres, with approximately 10 million inhabitants, in the heart of Europe, and acts as a crossing between Western Europe and the post-communist regions. The Czech Republic has been a member of European Union since 2004.

The phenomenon of human trafficking has evolved in the Czech Republic over the years. Thanks to its geographical position, as well as the changes in social and economic conditions after 1989, the Czech Republic has transformed from a country of origin into a country of transit and destination, especially for women from Russia, the Ukraine, Moldova, Bulgaria, Romania, China, and Vietnam. The Czech Republic is also a destination country for a number of women from Slovakia, belonging mainly to the Romany ethnic group. Thus far, trafficked women have not been comprised a particular category in police statistics. Non-governmental organizations, on the other hand, consider their unique situations and consider them to be a high-risk group. Organized crime in the country is mostly under the control of Russian nationals who employ naturalized foreigners living and working in the country to help them achieve their ends.

Czech victims of trafficking, primarily women, are typically trafficked to Western European countries, although recently women have also been abducted to countries that are much further away, such as Japan or Mexico. The latest findings reveal that violence towards women working in the sex trade is a serious issue, particularly pronounced in countries such as Spain or Italy.

Goals

- Prevent trafficking of Czech citizens abroad
- Provide fast and effective support to both foreign and resident victims of human trafficking in the Czech Republic

- Encourage victims of human trafficking to testify against traffickers
- Create informal networks in the fight against human trafficking
- Support local agents in the identification of victims, and ensure proper referral to support-ing organizations

Information Campaign

In brief:
- *A major information campaign was launched in 1999 with financial support from the American government.*
- *It was implemented by the International Organization for Migration (IOM), with the support of the Czech government, and a number of NGO's, includ-ing La Strada, which has been working to prevent human trafficking since 1995.*

Focused on Czech victims and possible victims, the Prague section of the International Organization for Migration (IOM), in cooperation with La Strada, organized a massive public awareness campaign against trafficking in humans, especially women and children, in 1999 - 2000. The campaign also gained the support of many public administration authorities, notably the Ministry of Interior and the Ministry of Education, Youth, and Sports. The campaign was preceded by a period of extensive research, where data was collected from various institutions including the Institute for the Survey of Public Opinion and the Public Opinion Survey and Media Agency. The results painted a comprehensive picture of the real-ity of human trafficking in the Czech Republic and became the basis for implementing effective counter-measures. Both the survey and the campaign were funded by the American government.

The awareness campaign was launched in response to the rapid increase in the number of Czech women trafficked abroad, and to the fact that there was very little, if any, public awareness of this issue. The campaign aimed to educate both experts and the general public, including people seeking jobs abroad, about the possible risks and consequences of trafficking in human beings. The project consisted of a survey, a preparatory stage, and the actual dissemination of information to selected target groups via the media and other communication channels. The project also helped to set up and improve cooperation between public authorities, non-governmental organizations, and representatives from other relevant offices.

The awareness campaign led to the production of an educational videotape and a manu-al designed for teachers and advisors. In cooperation with the Ministry of Education, Youth, and Sports and the Ministry of the Interior, the videotapes were provided to schools and other educational institutions. Education about the issue of trafficking in human beings has been integrated into the regular school curriculum.

It is worth noting that the information campaign succeeded in reaching about half of the total target population - young women between the ages of 15 and 21. A booklet and videotape destined to reach these young women were developed for distribution throughout all schools, and will remain there as permanent fixtures. The fact that the target population is so young, and by extension may be naive due to lack of life experience, increases their vulnerability to false promises of bright futures abroad.

UN Anti-Trafficking Project

In brief:
- *The Project was implemented between November 2002 and May 2004.*
- *Within the framework of this project, the National Strategy against Human Trafficking was drafted and approved by the Czech government.*
- *A Victim/Witness Assistance Programme has been developed and implemented.*

Along with Poland, the Czech Republic actively participated in implementing the UN Project to *Prevent, Suppress, and Punish Trafficking in Persons, especially Women and Children*. The project is a part of the *UN Global Program for Combating Trafficking in Human Beings*, set up by the UN Centre for International Crime Prevention at the UN Office on Drugs and Crime (UNODC). Poland and the Czech Republic were selected as the target countries to receive this initiative, and other partner countries include Austria, Germany, the Netherlands, and Finland.

The four-stage project works to achieve the following objectives:

- Assess the capacity of the Czech Republic to ratify the UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons, especially Women and Children, accompanying the UN Convention Against Transnational Organized Crime, signed by the Czech Republic in Palermo on December 12, 2000
- Collect data on trafficking in human beings for the purposes of sexual exploitation in the Czech Republic and identify current trends.
- Assess the effectiveness of the countermeasures adopted and the quality of the cooperation between institutions in the countries of origin, transit, and destination. The Institute of Criminology and Social Prevention of the Ministry of Justice is the unit responsible for implementing this stage of the project.
- Implement a functional victim / witness protection scheme in the Czech Republic to improve the prevention, investigation, and prosecution of trafficking in human beings.
- Strengthen international cooperation among specialists in the countries of origin, transit, and destination.

The project will also provide the new Office for Detection of Organized Crime with new hardware and software to set up a comprehensive information database on human trafficking in the Czech Republic.

Coalitions Against Trafficking and the Indispensable Role of NGOs

The Ministry of the Interior, along with specialised police units and non-governmental organisations work closely in identifying victims of human trafficking. Both district and regional local authorities have been mobilised to provide guidance and support to regionally-based NGOs and other civil society members that aid in identifying victims. The Government contributes funds which are used for victim-identification and to support the assistance, protection, and voluntary return and reintegration of victims into their home countries. NGOs ensure that once victims have been identified they are referred to the proper services. NGOs play a crucial role in both prevention activities and victim assistance, given that foreign victims often distrust police and state bodies, and Czech victims are often ashamed to contact public bodies - including social services.

Main Partners

Czech Police

The Czech Police have set up a special department to combat trafficking in humans - the *Department of Human Trafficking* under the *Service of the Criminal Police and Investigation (the UOOZ)'s Organized Crime Investigation Unit*.

Based on the Police President's mandatory instruction concerning the system of monitoring unsolved serious criminal acts, coordinating the activities of specialized police departments, and the Criminal Police Service Directorate of the Police Headquarters in detecting these crimes and their perpetrators, UOOZ is responsible for uncovering and monitoring cases of trafficking in human beings and for the exposure of perpetrators, and provides methodological and expert guidance. It deals primarily with cases involving organized criminal groups and trans-national trafficking in persons.Other police departments must notify UOOZ whenever they discover or suspect a crime of human trafficking.

When combating trafficking in human beings, the UOOZ actively cooperates with partner institutions in Germany, Austria, the Netherlands, the UK, Italy, Slovakia, Poland, and Hungary. In several cases, the UOOZ has also obtained help from US institutions, such as the FBI and the US Immigration Service. This specialized police department is regionally structured, with headquarters and regional units covering the entire territory of the Czech Republic. Its detectives and investigators have superb qualifications and, using information obtained from other police departments, investigate the cases in great depth. Their goal is to expose as many perpetrators as possible - all the way up to the leaders or organized criminal groups.

La Strada

La Strada Czech Republic is the only non-governmental organization in the country specializing exclusively in trafficking in human beings. Apart from providing direct help to victims of trafficking, La Strada focuses on increasing awareness of trafficking of women to certain target groups. Since trafficking in women constitutes a violation of human rights, emphasis is placed on giving support to women, as well as boosting their confidence and their ability to make informed decisions. Preventive activities focus mainly on the following target groups: women and girls considered 'at-risk', women working in the sex industry, and parents and relatives of women working in the sex industry. La Strada employs several different methods in their attempts to reach these groups, including: lectures, booklets and leaflets, an information hotline, the media, and the Internet.

La Strada - SOS line
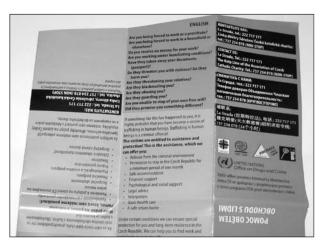
In their efforts to prevent human trafficking, La Strada works in close cooperation with the Ministry of Labour and Social Affairs and the Ministry of Interior. Thanks to their joint efforts, La Strada has been able to supply information leaflets to district authorities. The Ministry of Labour and Social Affairs subsequently organized further distribution of these leaflets through the network of social assistants working for a number of district and municipal authorities, non-governmental and non-profit organizations.

AN INFORMATION LEAFLET FOR POTENTIAL VICTIMS HAS BEEN DEVELOPED

Czech Catholic Caritas

The Czech Catholic Caritas association *(Caritas)* is the most important non-governmental organization specializing in the fields of health and social care. Caritas has established a coordination centre for helping victims of human trafficking and forced prostitution. The centre refers the victims to the care of appropriate institutions in the Czech Republic and also coordinates, coaches and trains its staff; finances the care for victims, and mediates contacts with partner institutions abroad. Caritas also retains a network of shelters which are both protected and anonymous, offering separate apartments and beds for victims of trafficking in their shelters all over the Czech Republic. Rectories, convents, monasteries, and other facilities may also be used by Caritas to shelter victim of trafficking.

Caritas uses a number of methods to protect the anonymity of the victims:

- A woman consistently uses an assumed identity throughout her stay in Caritas facilities. Neither her real name nor her personal data are disclosed to the staff or other clients. Her identity is known only to the designated staff member assisting her in putting together her documentation and dealing with authorities.
- The client receives all correspondence through the association and her personal assistant.
- The concealment of the client's place of residence is bound by strict rules, including the strict prohibition to disclose the client's address, telephone number, or any other information which might lead to the exposure of the client or of the protected shelter address.

The Diocese Caritas in Ceské Budejovice has implemented a new *Eva Advisory Centre* project which provides consultancy to women and girls in difficult life situations, where their social status, human dignity, health and/or life is being threatened. Most of these women, as well as some of the girls, are victims of domestic violence. Many of the Eva clients are former or current sex trade workers. Comparable advisory centres for women in distress have been set up in all eight dioceses. Catholic Caritas operates a nationwide helpline operated by staff specifically trained in the areas of domestic violence and trafficking in human beings.

The Diocese Caritas has also set up the *Lily Project*, designed to provide assistance to street-workers in clubs alongside the E55 motorway, near the Austrian border. The Lily Project focuses on preventing sexually transmitted diseases and AIDS, providing consultancy in social and medical issues such as identification documents or health insurance, and cooperating with local medical facilities. By establishing direct contact with sex trade workers, the Diocese Caritas may help identify victims of human trafficking in the region.

There are a number of diocese and rectory branches of the Caritas with long experiences in helping sex trade workers, including those forced into the profession, who turn to Caritas' shelters when they become pregnant or have children in their care. Pregnancy often motivates these women to make radical life changes as they want to shelter their children from violence, crime, and the sex industry. Caritas offers the clients personal assistance, medical treatment and anything else they may need. Caritas'

workers assist the women throughout their pregnancy and childbirth. Often, if the women have nowhere to go after childbirth, they return to the Catholic Caritas facilities. Apart from standard services provided to all clients who decide to change their life and reclaim their independence, pregnant women are provided with consultancy and support to care for their child(ren) and are offered training to do so. These women are encouraged to assume independence, find their own home, and take care of their child as soon as they are ready to do so.

Thanks to the generous support of the European Union, the Archdiocese Caritas in Olomouc was able to found a *Coordination Centre for Establishing Social Network(s)* in Central Moravia. This, and similar projects, aim to establish and build a network of health and social services to meet the needs of the target groups, who will, in turn, contribute to the development of civic society. Women who are victims of human trafficking or forced into prostitution are among the specific target groups of the initiative. The centre offers crisis intervention aimed at improving victims' physical and mental health and provides safe accommodation in shelters where the women are assisted by specialists. Caritas also offers follow-up support to women actively seeking rehabilitation - including motivation to start a "regular" life again, relapse prevention, help finding a job and housing, accompaniment, and social support.

International Organization for Migration (IOM)

The International Organization for Migration leads initiatives in various countries and dedicates a specific part of their efforts specifically to tracing Czech citizens who are, or who have been, victims of transnational trafficking in human beings. They also help the various offices of Czech representatives to distribute information leaflets to such victims.

In 2001, the IOM and the Czech Ministry of Interior signed the *Protocol to Implement a Program of Assisting Voluntary Repatriation of Unsuccessful Asylum Applicants in the Czech Republic and Foreign Nationals Obligated to Leave the Czech Republic*. The Protocol does not explicitly address victims of trafficking in humans for the purposes of sexual exploitation, but it is being updated.

Training for all Partners

> *In brief:*
> * *Training schemes for specific police units, with special attention to alien and border police, have been developed and implemented*
> * *NGOs participate in the training both as partners and as trainers*
> * *Special training and awareness-raising seminars are offered to local and regional authorities*
> * *Training tools have been developed with international cooperation*

It is not surprising that when the project was first introduced, knowledge about the phenomenon of human trafficking was limited and many agents were consequently driven by their prejudices. It was soon established that different professional groups require different and special training; however there were no tools for training tool in place. The aim of training is thus not only to pass along knowledge and develop skills, but in many cases it is also to change attitudes.

The first target group were police officers from the *Anti-Organized Crime Unit*, given their direct role in supporting and protecting victims. All members of this highly specialized body have passed some form of training to this end. The border and alien police were selected as another important target group, seeing as how their officers are often the first point of contact with victims of human trafficking. Due to the large number of officers in this police department, only selected officers have been trained and will serve as agents of change. Different training styles have been used and foreign partners have been invited to participate as guest speakers. Specifically, a number of seminar/training sessions have been

prepared under the EU-PHARE project, featuring British and Dutch speakers. At the moment, the training takes the form of a series of two-day seminars. In the majority of the events, NGO representatives have been implicated as speakers or as trainers, together with other partners including police officers, civil servants, researchers, and selected invited speakers from outside the Czech Republic. The composition of speakers should reflect the principle of all relevant professional groups working in partnership; to avoid giving the impression that one group is teaching the other (e.g. NGOs teaching the police or civil servants teaching NGOs).

Special training tools are being developed with international co-operation. Under the leadership of the *International Centre for Migration Policy Development (ICMPD)* in Vienna, and with the financial assistance of the EU's AGIS project *Awareness Training on Trafficking in Human Beings for Police, Border Guards and Customs Officials in EU Member States, Accession and Candidate Countries and Development of a European Curriculum*, a specialized training tool is being developed. The Ministry of Interior of the Czech Republic is a member of the core project team. The tool which is currently being developed is based on previous documents from the *Organization for Security and Co-operation in Europe (OSCE)*, reflecting true international synergy. Regular training for all staff will start after the testing of the aforementioned training tool is complete.

Awareness-raising is effectuated via a series of one-day regional seminars/ meetings. These sessions target regional politicians, senior civil servants, local opinion leaders, and NGO representatives. Speakers are selected from members of the core partners, notably police officers, NGO representatives, and officials from the Ministry of the Interior, with a goal of offering a minimum of four to six seminars per year.

Prevention

> *In brief:*
> * *A general information campaign for youth about the risks of working abroad is disseminated via nation-wide media services*
> * *Safety and security tips for legally working abroad*
> * *Targeted campaigns in schools and foster homes, training for teachers, targeted brochures and video programme*
> * *A targeted information campaign for at-risk youth, which include sex trade workers, runaways, and/or drug (ab)users*
> * *Information for Czech consulates abroad as well as foreign consulates in Prague*

Awareness Programs in Official Czech Representative Offices in the Countries of Origin

In 2002, at the request of the Czech Ministry of the Interior, the Ministry of Foreign Affairs initiated formal cooperation to combat human trafficking with the Czech Republic's representative offices in Romania, Bulgaria, the Russian Federation, the Ukraine, and Kazakhstan, as well as with the respective missions of the Internal Organization for Migration. The aim of this initiative was to ensure that persons requesting information or a certain type of visa from a Czech representative office abroad are made aware of the risks of human trafficking.

From January to December 2000, La Strada organized seven regional meetings of experts from both governmental and non-governmental institutions to discuss the issue of trafficking in human beings with people from the various regions of the Czech Republic. The goals of these meetings were to improve coordination when dealing with cases of human trafficking, set up possible means of cooperation with the regions, increase the awareness of the issue, and to distribute promotional materials. Among the

issues discussed were the particular situation of each region, the evaluation of regional conditions in terms of cooperation with public and private institutions, and the problems that remain unresolved.

Victim Care

> *In brief:*
> *When victims agree to fulfill the conditions of the assistance programme they are entitled to some benefits:*
> - *Shelter and subsistence*
> - *Social and psychological rehabilitation*
> - *Language and skills training*
> - *Legal and social counseling*
> - *Temporary residence for aliens with illegal status*

Programme of Support and Protection of Victims of Trafficking in Human Beings for the Purpose of Sexual Exploitation

Programme objectives

- Ensure protection of victims' basic human rights and dignity;
- Motivate victims to testify and help those involved in the criminal proceedings to investigate, expose, prosecute, and punish perpetrators of human trafficking.

Programme target group

- The programme is available to all Czech and foreign nationals who identify themselves as victims of human trafficking for the purpose of sexual exploitation.

Help available to victims

Stage 1

- Following admission into the program, a victim is provided with a 30-day crisis intervention and psychological and social assistance;
- If the victim is a foreign national currently residing in the country illegally, her admission into the programme shall also involve applying for a 40-day exit visa;
- Foreign nationals must decide within 30 days whether they are willing to cooperate with those involved in the criminal proceedings;
- When a foreign victim decides to cooperate, the Czech Police have another 10 days to ascertain whether the victim meets the prerequisites to be granted a visa for sufferance of residence;
- Foreign victims who refuse to cooperate will be offered voluntary return to their home country. If they refuse to return voluntarily, they will be deported as soon as their exit visa expires. However, voluntary return is possible at any time upon request.

Stage 2

- After the month-long crisis intervention, a foreign national who has decided to cooperate with the police applies for a visa for sufferance of residence which is valid for 3 months, and the procedure may be repeated throughout the criminal proceedings;
- When the criminal proceedings are closed, the victim will then be offered a voluntary return to her home country.

Stage 3

- In very exceptional cases, at the victim's request and for humanitarian reasons, foreign police may grant the foreign victim permanent residency in the Czech Republic.

Institutions involved

- The institution charged with admission in Stage 1 will always be La Strada;
- After three months, foreign victims shall be transferred from La Strada to the care of Czech Catholic Caritas (Caritas), whereas Czech victims will be referred to Caritas' care after spending just one month in La Strada;
- The voluntary return programme is organized by the International Organization for Migration.

Organizational support

- Participating institutions shall operate in accordance with the above model, both as regards the treatment of their clients and mutual cooperation;
- The Minister of Interior is charged with appointing the institution responsible for functioning as National Reporter;
- The institution functioning as National Reporter shall, apart from coordinating the victim support and protection program, report regularly on trafficking in humans for sexual exploitation in the Czech Republic, cooperate with institutions and authorities abroad, evaluate the functioning of the model and initiate its updating;
- The Ministry of Labour and Social Affairs proposed that new measures be adopted to extend social benefits for victims of human trafficking for the purpose of sexual exploitation to victims of foreign nationality, and that the possibility of granting them a work permit be assessed.

Funding

- From the day the Model was approved until the completion of the UN project at the end of May 2004, all activities related to project implementation were funded through the UN project budget;
- Funds allocated in the budget chapter General Treasury Administration for the Crime Prevention Strategy in the years 2004 - 2007 are being used to cover the subsequent costs of victim care. Those involved with the action plan are also tasked with getting the issue of trafficking in persons for the purposes of sexual exploitation included among the priorities of the upcoming Crime Prevention Strategy for the years 2004 - 2007.

Developing Targeted Activities at the Local Level

Objectives:

- To find a reliable partner(s) at the local level
- Sensitize and raise the awareness of local authorities to the phenomenon of human trafficking
- Inform, train, and support relevant public bodies at the local level, including social, health, and education services to ensure a more comprehensive and targeted approach to potential victims, and to youth at risk in general
- Identify relevant local NGOs and develop regular co-operation.

Conclusion

It is both difficult and premature to properly evaluate the effectiveness of the strategy. Since the overall number victims, both Czech and foreign, can be only roughly assessed, it is not possible to draw any quantitative conclusions from the data we currently have the program, which has only worked with 35 victims up to this point.

Emerging trends:

- The number of girls applying for entering the Programme of support and protection of victims is rising gradually and steadily. It clearly demonstrates that programme agents are increasingly aware of their tasks vis-à-vis the program, and of the information available to potential victims;
- There were cases of assistance to Czech girls who were trafficked abroad for the first time, as it was very difficult to reach this target group before,
- The general public now has access to more information about trafficking in human beings which is presented to them in a more fair and clear manner, and without media sensationalism;
- Local authorities are aware of their role in preventing human trafficking and have requested additional information and guidance to build their capacity to do so.

BIOGRAPHY
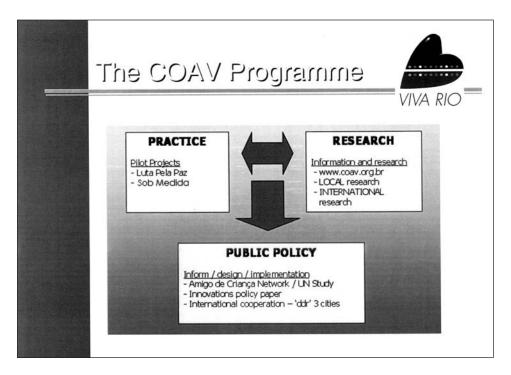
Radim Bures is Deputy Director of the Crime Prevention Department under the Ministry of the Interior of the Czech Republic, and is co-responsible for the preparation and management of crime prevention strategies in the Czech Republic. He has participated in several international projects on crime prevention, criminal justice, and human rights, and on the Guidelines for responsible crime prevention in Buenos Aires (1998) and Vancouver (2002). He is the Czech National Representative to the EU Crime Prevention Network (EUCPN). Since 1999, he has been in charge of the preparation of the UN project on Trafficking in Human Beings in the Czech Republic, for drafting the Czech National Strategy to combat Trafficking in Human Beings, and for implementing the aforementioned project.

THE GROWING INVOLVEMENT OF CHILDREN AND YOUTH IN ORGANIZED ARMED VIOLENCE: RIO DE JANEIRO AND BEYOND

BY MARIANNA OLINGER

Introduction

This paper briefly describes the rising involvement of children and youth in organised armed violence in Rio de Janeiro, Brazil, based on the results of Viva Rio and ISER's *(Instituto de Estudos da Religião)* research on the role of children and adolescents in *favela* (ghetto) based drug factions within the city[1]. It is also based on the work of the COAV Programme (Children and Youth in Organized Armed Violence), which aims to promote national and international recognition of the plight of children and youth in organised armed violence, and works to further increase understanding of the theme through research and information gathering, and by identifying areas where children and youth are at most risk. COAV is also working to reduce the problem of children and youth in organized armed violence by coordinating pilot projects and formulating and promoting public policy.

Case Study: Rio de Janeiro

Between November 2001 and August 2002, Viva Rio and ISER carried out research on the work and role of children and adolescents in the favela-based drug factions of Rio de Janeiro. This research led to the publication of *Children of the Drug Trade: a case study of children in organised armed violence in Rio de Janeiro*. The case of Rio de Janeiro is important for a number of reasons: although not at war, there are currently more people, and children specifically, who are dying from small arms fire in the area than in many low-level armed conflicts elsewhere. Although they are not politically oriented armed groups like those found in many civil wars, Rio's drug factions are a territorial and openly armed paramilitary presence in most of the city's *favelas*, and the types of small arms and light weapons used by all sides in the daily conflicts between rival factions and the police, are also those encountered in any civil conflict.

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[1] Full results from this study were published in *Children of the Drug Trade: A Case Study of Organised Armed Violence in Rio de Janeiro* (Dowdney, 2003).

Viva Rio's original research discusses the history, structure, and organization of *favela*-based drug factions in Rio de Janeiro. In doing this, the work and role of children and adolescents are presented, and numerous similarities between 'child soldiers' and Rio's estimated 5,000 child and youth drug faction workers are made. Similarities include: 'voluntary' recruitment dynamics; age - with a focus on the 15-17 year old age group; working within a hierarchical structure enforced by order and punishment; being paid for a service; being given a weapon; being on call twenty four hours a day; surviving in a 'kill-or-be-killed' reality; younger and younger children being used in armed functions; and involvement in armed confrontations. Despite these similarities, however, the study concludes that categorising child faction workers as 'child soldiers' would be problematic, as Rio de Janeiro is not in a state of war. Although drug factions maintain a degree of socio-political control within many *favelas*, they have no defined political objectives and no stated interest in substituting the state. Furthermore, despite their own categorization as such, if we categorize these children as 'soldiers', we may legitimize the already high levels of lethal force used by the state against them. Describing these minors, who are given a war grade weapon and paid a salary to walk openly armed within a *favela* community on defensive patrol, as 'juvenile delinquents' also seems inadequate.

In spite of similarities to both semantic categories, definitions such as 'child soldier' or 'delinquent' fail to correctly represent the growing number of children and youth in Rio de Janeiro, and around the world, who participate in organized armed groups functioning outside traditionally defined war zones. In response to this problem, during the '*Seminar on Children affected by Organised Armed Violence*', hosted by Viva Rio in September 2002, international participants agreed on a working definition for child and youth armed drug faction workers in Rio, and those in similar armed groups elsewhere: *"Children and youth employed or otherwise participating in Organised Armed Violence where there are elements of a command structure and power over territory, local population or resources"* - COAV.

Finally, although there are a number of similarities between children working for drug factions in Rio de Janeiro and gang youth in other urban cities, categorizing child drug faction workers in such a manner does not adequately represent the reality of their situation. Given that the plight of children and adolescents working in an armed capacity for drug factions in the city needed to be recognised, understood, and addressed within Brazil, and by the international community, it was decided that the specificity of the situation in Rio de Janeiro merited further investigation.

Fight for Peace: A Best Practice Intervention for the
Prevention and Rehabilitation of Children and Youth in Organised Armed Violence

Fight for Peace *(Luta Pela Paz)* is a Viva Rio project, part of the COAV Programme, established in 2000 in the *favela Complexo da Mare*, Rio de Janeiro. This is a community dominated by rival drug factions in which faction gun violence has led to a firearm-related mortality rate of over 100 per 100,000 inhabitants for males in the 15-24 age category. The project is a local response that offers children and youth alternatives to crime and employment in the drug trade. The project uses boxing, capoeira, and wrestling to entice children and youth to join, and offers an integrated and personalized six point plan for each participant, based on:

- Sports training
- Education
- Life-skills training
- Promotion of a culture of peace
- Access to the formal labour market
- Development of youth leadership.

Through the Youth Council, members are invited to take an active role in overall project co-ordination. Participation in the Youth Council is open to all project youth who demonstrate an interest, and who have the support of the group. Members elect their representatives in a closed election and those who receive the most votes are invited to join the Youth Council, and to meet with the project team to discuss the project's overall performance. The council represents the project members in management meetings, joins the project team in developing planning and performance strategies, and participates in the evaluation of project activities. Through their attitudes and personal experiences, the Youth Council members serve as an example to other Fight for Peace youth. In addition to preventative action, the project also works to rehabilitate adolescents and youth who have left employment in drug factions to return to the formal job market. The project emphasizes youth leadership, and the coordination team now includes youth who were originally beneficiaries of the project and are now paid staff members.

There are currently 150 participants in the project and, since its establishment, over 400 young people have been directly involved. The project also houses a sports academy that has 100 paying adult members from the community, thus ensuring partial financial self-sustainability and the integration of community residents into the project's ideals and objectives. The opening of a new building in May 2005, will increase the project's capacity in terms of the number of beneficiaries, and will also allow the project to offer new services in formal primary level education, information technology, job training, music, and culture, for example.

To really deal with the problem of children and youth in organised violence in Rio and elsewhere, structural problems must be addressed. Nevertheless, community based interventions such as Fight for Peace can work to make children and young people more resilient to joining armed groups by offering them adequate support, options, and influences, while such macro problems are being addressed.

In 2004, the project began to work with the city government in Resende, a city in the State of Rio de Janeiro with 90,000 inhabitants, to design, implement, and coordinate an alternative sentencing programme for children in conflict with the law. In early 2005, Viva Rio launched the 'Sob Medida' Project, an alternative sentencing project for first time offenders in Resende. As part of a municipal public security programme being designed and implemented by Viva Rio in partnership with municipal government, this pilot project works to reintegrate children and youth who have committed armed and/or drug related offences through alternative sentencing, as opposed to detainment. This project was designed by ex-offenders from Luta Pela Paz, who were also involved in its implementation.

Research and Information

With the development and implementation of field projects, the COAV programme has realised that more is needed to be able to defeat the increasing involvement of children and youth in organized armed violence. The programme aims to take lessons learned in the field, and from the people actually involved on-the-ground, and transform these into effective policy. It has also been working to raise awareness and understanding of the problem, through information gathering and research.

The programme currently has a news service offered in English, Spanish, and Portuguese that is updated daily and focuses on children and gun violence, available online at www.coav.org.br. The website sends a bi-weekly virtual information bulletin to over 7,000 subscribers. In 2005, the website aims to continue to offer an updated news service on relevant issues, with a changing focus to identify and promote solutions to the problem of children and youth in organized armed violence. The website has recently entered into partnership with www.stopkillingchildren.com, launched in England in November 2004. COAV's participation includes collecting data on summary executions of minors in Brazil by the state and other forces.

During 2004, an international research study was carried out that attempted to compare the involvement of children in organised armed groups acting outside traditional war situations in ten countries. Data was collected by 10 partner organisations in each country, namely in Jamaica, the USA, Northern Ireland, El Salvador, Colombia, Ecuador, Honduras, Nigeria, South Africa, the Philippines, and Brazil. The research is now complete and published in May 2005[2].

Conclusion

To truly deal with the problem of children and youth in organised violence in Rio and elsewhere, structural problems such as poverty, social marginalisation, and state sponsored violence that stimulate the existence of drug factions and other armed groups, must be eradicated. However, it is clear that community based interventions such as Fight for Peace can work concurrently to make children and young people more resilient to joining armed groups through offering the necessary support, options, and influences.

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OTHER RESOURCES

Children and Organized Armed Violence (COAV) website www.coav.org.br
Regularly updated site with news and information from around the world on children in organized armed violence. Content in Spanish, English and Portuguese.

Desarme.org website www.desarme.org
Regularly updated news and information site on human security and armed violence. Worldwide coverage with a focus on Latin America. Content in Spanish and Portuguese.

Viva Rio website www.vivario.org.br
Institutional site with information on events and campaigns by the Rio-based NGO Viva Rio.

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[2] Dowdney, Luke (2005) *neither War nor Peace: International Comparisons of Children and Youth in Organized Armed Violence*, Viva Rio, Brazil.

BIOGRAPHY

Marianna Olinger has a Masters degree in Social Policy and Planning in Developing Countries from the London School of Economics (England). She wrote her dissertation on "Why are children and adolescents increasingly involved in urban violence in Brazil". Having worked for Amnesty International (London) in the Southern Africa Team in 2003, and for the Mangueira Social Programme (Rio de Janeiro) in 2004, she presently works as researcher for Viva Rio (www.vivario.org.br) in the Children in Organised Armed Violence Program (www.coav.org.br). She has been working on the development of public policies for youth in contexts of poverty, marginality and violence, and in reintegration programs for youth previously involved in criminality for the past year. Presently she is working on a project which aims to develop local level policy for the disarmament, demobilization and reintegration (ddr) of children and youth in organized armed violence and situations of post conflict in Colombia, El Salvador, South Africa and Brazil. Marianna is Viva Rio's representative in the "State Forum for Eradication of Child Labour and Protection of Adolescent Labour". She is also a consultant in the areas of planning, monitoring, and evaluation of social projects and public policies for youth. She advocates for participatory processes, which are one of the main components of her research, always looking at how to impact public policies through research combined with practice-based knowledge.

FROM TROUBLEMAKERS TO CONTRIBUTORS - SUPPORT FOR URBAN YOUTH AT RISK: "HOUSE FOR YOUTH"

BY AYAKO OTAKE

Introduction

Kokkyo naki Kodomotachi (KnK, Children without Borders), is a non-governmental organization based in Tokyo, Japan, that aims to support underprivileged children and youth in developing countries, and promotes the building of friendships and understanding between them and children in Japan. KnK was established in 1997 by *Médecins Sans Frontières* (MSF, Doctors without Borders) Japan. Since then, KnK has offered programmes in Southeast Asia to support street children, disadvantaged adolescents, young victims of trafficking, youths under forced labour, and children in conflict with the law. Today, approximately 600 children and youths aged 8 to 22 years old are supported by KnK in Vietnam, Cambodia, and the Philippines. In addition, KnK initiated mid-term activities to support young victims affected by the Tsunami in India, Indonesia, and Thailand. In this paper, the project entitled Support for Urban Youth at Risk: "House for Youth" Battambang, Cambodia & Ho-Chi-Minh City, Vietnam will be highlighted. It is implemented by KnK jointly with UN-Habitat under the auspices of United Nations Human Security Trust Fund, a fund which the Japanese government has entrusted to the United Nations,.

Project Summary

Through the establishment and subsequent support to the "House for Youth" in Battambang, Cambodia, and in Ho-Chi-Minh City, Vietnam, at-risk urban youths aged 15-19 years old are provided with assistance to help them transform themselves into active members of society. The services provided at the House include vocational and skills development, and basic education. The House also serves as a focal point for collating resources from local partners and local governments, which helps build local capacity to address the challenges faced by at-risk youth. The support further contributes to improving urban security and reducing urban poverty.

"House for Youth" was established to accommodate those youths who wish to study, develop skills, and achieve independent living.

Background

Globalization and the increase in organized crime and drug trafficking tends to rely on young people as a source of cheap labour, exacerbating the delinquency rate. While juvenile delinquents contribute to urban crime, they are also victims of crime, violence, poverty, exploitation, and HIV/AIDS. These self-defined, "without a roof and without roots - roofless and rootless" street children are the victims of human insecurity and circumstances beyond their control. Many are orphans, children abandoned by their families, or running away from violence, conflict, or acute poverty at home or in institutions, or are rural migrants earning money for themselves and their village-based families.

In the absence of crucial social, economic, and emotional family support, their protection is imperative; however little support has been offered to the adolescents who are regarded as adults after the age of 16 years. Increasingly, these children have become the defence-less victims of social problems such as brutal violence, sexual exploitation, abject neglect, chemical addiction, trafficking, and human rights violations. Ensuring their human security and restoring their human dignity, as well as establishing a sense of belonging to society, all of which have been lost over the years, is the first step away from this victimization.

LOK'S STORY

After Lok's family repatriated to Cambodia from a Thai refugee camp, their living conditions changed. He and his 7 siblings did not have enough food to eat, and his mother was in debt. Lok never went to school, but often went to look for work in the Thai market at the border. Lok was 10 years old when he was trafficked to Thailand for the first time, and since then he has crossed the border to Thailand numerous times. One day, he met a foreigner who asked him to stay with him in his nice condominium in Pattaya, Thailand. The foreigner gave him a mobile phone and enough pocket money. He had to have sex with the foreign man, but he enjoyed the beautiful beaches, hamburgers, drugs, and prostitutes. Lok also sent some money to his mother in Cambodia. One day, he was inhaling drugs in his room with some friends when Thai police came and arrested him and sent him back to Cambodia. There, Lok stayed at the House for Youth for 2 and a half years, where he learned hairdressing skills and eventually opened a barbershop.

Here is a summary of the presentation Lok made at the Provincial Child Protection Committee Workshop on Youth at Risk, organized in Battambang, in September 2003.

I first took drugs (yama) when I was 16 years old, and became addicted for more than a year. I did many things to earn money for the drug, including theft, deception, and selling drugs. However, I stopped taking the drug when I saw lots of people doing drugs in my hometown and I realized that they would never have a good future if they keep living such a life. I don't want my brothers and sisters to repeat the same mistake to end up in such a desperate life and neither do I. So I made up my mind to continue studying literacy and skill training at the "House for Youth" because I knew that it would lead me to a positive future. I also would like to suggest to all of you to pay more attention to the youths who are exposed at trafficking and drug use, and to take actions to support those children's future.

Gap in Support for Youths at Risk

A number of national and international organizations have initiated activities to support and protect street children/adolescents, by providing shelter, schooling, and counselling, as well as vocational training to help them make a living. Most of these organizations, however, prioritize younger children. Those who have reached the age of 16 are considered to be adults, and are therefore not eligible for the various support schemes targeting street children. The young people are forced to leave the institutions before they are well-equipped to integrate into society as productive citizens, ready to lead an independent life. Subsequently, they find themselves in very perilous situations, and their non-existent sense of citizenship, and lack of essential life skills make them fail to be accepted by the community.

At the same time, authorities have tried to address the problem of the increasing number of street children and youths ostracized from society, but their solutions have been based on the principle of segregation and preventing the at-risk youths from integrating into society, rather than helping them

integrate. It is also seen as a way of helping to "clean" the street, as these youth are often seen as untouchables or troublemakers. This approach, however, does not help to restore the sense of human dignity of the target group, and does not address the fundamental problems of juvenile urban crime in a sustainable manner. The House for Youth activities help reduce urban crime, urban violence, and urban poverty in cities, while at the same time restoring the youths' lost childhood and human dignity. It also aims to raise awareness, so that communities and local institutions will provide support mechanisms for this target group.

Battambang, Cambodia

Battambang is located in the north-western part of Cambodia on the Thai border. Throughout the war and internal conflicts that lasted over 25 years, hundred of thousands of people crossed the border to Thailand, and 30 percent of the 350,000 refugees who were repatriated from Thailand between 1992 and 1993 currently live in the Province of Battambang. The majority of the displaced have little access to basic services and gainful employment, resulting in a state of acute deprivation marked by malnutrition, ill health, and early death. These factors forced many repatriated refugees, and particularly youths and children who do not have any relatives, to migrate into the center of the province, Battambang District, in search of employment. Furthermore, extreme poverty forced families to use their children as a source of income, by selling them to traffickers for example. It is said that there are currently thousands of underprivileged children including street children and/or victims of trafficking in the district itself.

Ho-Chi-Minh City, Vietnam

Vietnam is one of the few countries in the world that was able to address poverty issues in a substantial form. However, proportionally, it was the urban areas that benefited most, in terms of quantity, and the rural areas that clearly felt the most impact. Liberalization of the economy and increased economic activity has encouraged migration to cities like Ho-Chi-Minh City and Hanoi. Although Ho-Chi-Minh City is not the capital, economically, it is the most important city in Vietnam. Thousands of people migrate into Ho-Chin-Minh-City and, in terms of age, an estimated 7,700 to 11,000 people aged 15 to 19 move into the city each year. With increasing urbanization, and rural to urban migration on the rise, there will be a direct impact on the welfare of children and youths. It is likely that if the current policy of issuing residence permits is continued, this will have only serve to deepen urban poverty and increase the number of street children and youths.

Goals and Objectives

Goal

The goal of "House for Youth" is to empower urban youths at risk, restore their human dignity and facilitate their reintegration into society.

Objectives

While issues of urban poverty and security require more comprehensive and integrated approaches for sustainable solutions, the project focuses on two components:

1) To directly secure the lives of the target group by improving living conditions - offering protection; and

2) To promote re-integration into society by raising awareness and building the capacities of supporting organizations and the community - enabling and offering empowerment.

These two approaches, when applied simultaneously, have proven to be effective in addressing the gap in support for street children, thereby helping youths at risk aged between 15 and 19 years old to make the transition to adulthood and to re-integrate into society as full citizens by providing education, vocational training and psychological support. They have helped to promote the re-integration of youths at risk through raising awareness of the issues faced by disadvantaged youths and street children, in collaboration with the local governments, thus enhancing the capacity building of communities, local governments and supporting organizations.

Who joins the "House for Youth"?

- Former street children;
- Young victims of human trafficking;
- Youth who have been sexually abused or exploited;
- Youth excluded from society, such as those who joined delinquent groups or gangs; and
- Youths abandoned by families, or who left home due to violence, abuse, acute poverty, etc.

Activities and Outputs

Rehabilitation and Empowerment of Youths at Risk

I. *Establishment of House for Youth and group home*
Elder and relatively mature youths start living in a community with their peers and receive minimum care, such as mental support and scholarship, until they become fully independent.

II. *Basic needs*
Establish a secure living environment, including essential health care, for the target youths to be fully protected.

III. *In-depth consultations*
Conduct consultations with the youths and identify their skills development and educational needs, or other areas requiring special attention while they are accommodated at the House for Youth.

IV. *Basic education*
Provide the youths with in-house literacy classes and/or formal schooling.

V. *Vocational training*
Identify appropriate training centers, or shop owners who provide apprenticeship programmes, and train the youths to acquire vocational skills and business skills for income generation, while also providing job counselling.

VI. *Life skills training*
Train the youths to be able to manage their daily lives.

VII. *Psychological care*
Assess the psychosocial state of the youths and provide them with individual or group counselling.

VIII. *Self-empowerment programmes*
Develop and conduct programmes for leadership-building, self-organizing, decision-making, goal-setting, etc.

IX. *Awareness-raising*
Organize special workshops to raise awareness among the youths to better cope with social problems concerning drugs, HIV/AIDS, crime, violence, trafficking, abuse, etc.

X. *Recreation and alternative activities*
Carry out activities such as sports, educational trips, cultural exchange with Japanese youths, interaction with local students, etc.

XI. *Job-placement and micro-enterprise support*
Review and assess potential markets for employment in order to help with job placement, or to assist youths in setting up a business by providing loans/grants and/or equipment/tools.

XII. *Reintegration*
Carefully assess the capacity of youth for reintegration, focusing on literacy level, life skills, social knowledge, vocational skill, and psychosocial status. Following these assessments, reintegrate the youth into the family, or support them to make an independent living.

XIII. *Post-reintegration support*
Continue monitoring youths after reintegrating them back into society, in terms of economic conditions, family situation, psychosocial status, and participation in the community, etc. Provide financial and emotional support according to need.

Preparation in Society to Promote Reintegration of Youths at Risk

I. *Focal point*
The House for Youth serves as an interface between disadvantaged youths and their communities, and coordinates with local governments, line Ministries, and local organizations to support street children and address youth issues.

II. *Public awareness and capacity building*
Organize community-based workshops and training for local staff, partner NGOs, community leaders, district officials, and local authorities, to raise awareness about how to address disadvantaged youths.

III. *Sharing knowledge and policy recommendations*
Organize provincial/city level workshops to identify youth issues and share experiences as well as practical methods among the concerned organizations and authorities to better address the at-risk youths. Provide policy recommendations to governments and relevant stakeholders.

IV.   *Family reconciliation and assessment*
Conduct family tracing and provide consultations to the youths' families, for them to be reunited. Prior to reintegration, carry out assessment of the family situation by looking at such factors as economic background, conflict within family, etc. so as to assess the readiness of family to receive the youths.

V.   *Assessment and collaboration with communities*
Assess the support system and resources within the community to accept and assist the youths back. Cooperate with community leaders to promote youths' reintegration and to monitor them afterwards.

VI.   *Outreach and education for children in conflict with the law*
Meeting and talking to street youths and children and refer them to social services or the House for Youth. Offer informal education and skills workshops for minors detained in the prisons.

Output and Impact

Youths

I.   *Improved living environment*
Youths secured a stable living and were in good health, allowing them to feel fully protected and focused on their studies. They also acquired daily affairs management skills.

II.   *Increased capacity*
Youths improved their literacy skills and became self-sufficient by obtaining vocational training and the necessary skills to live in society.

III.   *Recovered self-confidence and positive behaviour change*
After progressing in school and training, youths rebuilt self-confidence and recovered self-esteem. Many positive attitudes were remarked in their daily lives.

IV.   *Achieved mental rehabilitation and restored human dignity*
Youths became emotionally stable by being educated, provided with essential care, and supported in a secure environment.

V.   *Reintegration of youths into society*
Establishing effective operation of the House for Youth assisted youths to reintegrate into the community by obtaining stable jobs or being admitted for further study. For instance, conflicts between youths and families were resolved and youths were reunited with families, emotionally or practically.

Communities

I. *Facilitated employment opportunities*
    Established an apprenticeship support system in the community for the youths incorporating into job placements with vocational training.

City-level workshop

II. *Reduction of street youths and youth crime*
    Outreach activity and receiving the older children who had to leave the local shelters, resulted in a reduction in the number of street youths who contribute to and/or are affected by urban violence and crime.

III. *Reduction in human trafficking*
    Awareness was raised among youths' families as well as communities, and the number of families who are forced to abandon their children into the trafficking business decreased.

IV. *Raised awareness and built capacity in communities*
    The importance of various approaches in addressing the issues faced by youths at risk, as regards to urban security was recognized among local authorities and communities, and some preventative measures, especially in trafficking and child abuse, were taken.

V. *Contributed to policy shift*
    In the workshops organized at provincial/city level, policy recommendations were adopted by participants, and the governments took them into consideration to shift policy or reform laws related to problems of street children and youths.

Lessons Learned

Essential Needs for Psychological Treatment

Due to their previous experiences at home or on the streets, many youths suffer from being depressed, having poor communication skills, and turning to violence in an attempt to resolve their problems. Therefore, psychological support is needed for their mental rehabilitation. Professional counsellors may provide counselling to the youths, however, it is not often effective since the project staff can not first properly assess the psychosocial status of youths to refer to those counsellors and provide essential observations on the symptoms or problems. Thus, to train the project staff who deal with the youths on daily basis is a fundamental step for providing psychological care.

From Troublemakers to Contributors

Youths can be trained to become role models in the community. They are the ones who effectively respond to the problems confronting children in their hometowns, and they have great potential to actively commit themselves to identifying local circumstances and needs, and to contribute to the community by building a supportive environment. Involving the youths in various activities also helps them develop their own capacities, by making them feeling responsible within their society, which also helps to restore their self-worth. The way forward is to recognize at-risk youths not as offenders or victims, but as potential peer supporters and young leaders of the society.

Changing the Norm of Street Children

To break the cycle of poverty, it is essential to cut a chain of the stereotype, specifically the stereotypical view of street children. A majority of youths are placed with apprenticeship programmes in the classic fields such as motorbike repair, sewing, or hairdressing, however the number of youths who wish to continue studying at a higher level is increasing. Therefore we need to explore places that are not only in traditional vocations, but also in other fields such as tourism, administration, or information technology, where the youths can utilize their capacities. The social integration process is achieved by not only improving an individual's ability, but also by improving their social recognition, so enabling them to have more options for the future.

Community-based Approach

Society tends to have strongly discriminated against street children who were once excluded from the society. It could be a barrier for children and youths, who are institutionalized for a certain period, when they reintegrate back into society. Community-based approaches are recommended, particularly for youths, to enable them to have close access to existing support systems within the community, and to be part of the community, while learning how to deal with various social challenges. Young people could live in the community, receiving minimum care. It enhances self-support of the youths and avoids social exclusion and/or discrimination.

Comprehensive Approach to Mobilize Communities

The reintegration of at-risk youths needs to be done in cooperation with local authorities and communities. The youths are trained to reintegrate into society, whilst the communities will have to prepare to accept them. Capacity building for communities, local governments, and related organizations is crucial, and sharing experiences and disseminating know-how among the supporting agencies is also very valuable. In addition, families and communities also need attention and back-up to make them ready. This consequently creates an enabling environment for local governments and communities to assist youths in social reintegration.

Alumni

Post-reintegration Monitoring by Communities

The youths, even after graduating from the programmes, still need appropriate and timely assistance until they fully settle down as productive adults in society. In addition, many risk factors exist, which make the youths vulnerable again, such as a family economic crisis or post-traumatic problems, which cannot be foreseen at the beginning. Therefore, it is essential to create an enabling environment for a follow-up support system for these youths by community leaders and local authorities to continue monitoring their full integration.

BIOGRAPHY

Ayako Otake is Operational Director at Kokkyo naki Kodomotachi (Children without Borders) based in Tokyo, Japan.

In-Take of Youth

Rehabilitation & Empowerment

Basic Education
Literacy class
Formal schooling

Vocational Skills Development
Skills training or apprenticeship
    programme
Business management skills
    and job counselling

Capacity-Building and
    Empowerment
Life skills
Self-empowerment programmes
    (eg. leadership building,
    self-organizing, decision-
    making, goal setting, etc.)
Awareness Raising
    (eg. HIV/AIDS, STDs, drugs,
    crime, violence, trafficking,
    exploitation, abuse, human
    rights)
Recreation and alternative
    activities (eg. sports,
    computer, educational, trip,
    cultural exchange)

Health Care
Physical health (eg. Medical
    treatment, vaccination,
    physical check-up)
Mental Health (eg. Psychological
    counselling)

In-depth Consultations

Progress Monitoring

Preparation in Society

Public Awareness and Capacity
    Building
Organization of community-based
    workshops
Raising awareness among
    communities and families

Sharing Knowledge and Policy
Recommendations
Organization of city-provincial
    level workshops
Sharing with NGOs, governments
    and communities

Community Mobilization
Liaison and coordination with
    local authorities and leaders
Collaboration with communities
    in youth reintegration

Family Reconciliation
Family tracing and research
Youth's home visit
Counselling & referral services
    for family

Outreach and Education for CICL
Consultations with street youths
Non-formal education for minor
    detainees in prison

Networking

Coordination

• Local &
int'l NGOs
• Local
government
• Local
committees
• Int'l
agencies

• Private shops
• Training centers
• Business
associations

• Community
• Leaders
• Local
authorities

Assessment for Reintegration

Assessment of Youth's Capacity	Family Assessment	Community Assessment
Literacy, social knowledge, vocational skills Psychosocial status (mentality, attitude, life skills)	Financial situation Family Problems Relationship with youth	Job opportunities and business market Supporting system and resources Understanding of youths' situation

Towards Income Generation
Job Placement
Assistance for starting a business (loan/grant)

Reintegration of Youth into Society

Follow-up and Monitor

THE LOCAL CRIME PREVENTION TOOLKIT

By Themba Shabangu
Laura Petrella

The presentation at the workshop outlined the background and aims of the joint project, by UN-HABITAT's Safer Cities Programme and the CSIR Crime Prevention Centre in South Africa, to develop a local crime prevention toolkit. Both institutions bring very extensive experience on the ground, Safer Cities in Africa, Asia, Latin America and Europe through the development of the Safer Cities Programme, and CSIR in South Africa. The project responds to the demands of local governments for better and more practical tools to support crime prevention; international debates on safety by cities and the UN Guidelines on crime prevention; the need for process tools which consolidate knowledge and experience of government and non-government organizations, and can be used by multidisciplinary partnerships; and which combines a local prevention approach with capacity building of local actors. This paper focuses mainly on the CSIR version of the toolkit.

CSIR-Crime Prevention Centers Experience	*UN-HABITAT - Safer Cities Experience*
Crime Prevention Research – Victims of Crime Survey - Jo'burg. – Leakages in the handling of Sexual Offences by the C JS in South Africa. – Social Fabric Crime - Limpopo Province **Crime Prevention Policy Development** – School Safety Policy - Department of Education: Free State Province. – Victim Empowerment Policy - National Department of Social Development. – Costing of Victim Empowerment Policy **Crime Prevention Strategy development** – Social Fabric Crime Intervention Strategy - Limpopo Province - Integrated Criminal Justice Cluster Communication Strategy - Gauteng Province - Local Crime Prevention Strategies: Jo'burg, uMhlathuze, Central Karoo Municipalities. **Crime Prevention Project Monitoring and Evaluation** - Community Safety Forums, - Gun Free Zones, - Police led interventions - Schools based interventions - Criminal Justice Programmes	**Direct support to cities that intend to formulate and implement crime prevention strategies - Pilot** • Africa: 20 Municipalities • Asia: Papua New Guinea, Bangladesh • Latin America: Brazil, Bogota, Santo Andre, Chile • Eastern Europe: Serbia (7 municipalities) **Support to Networking and City to City Collaboration** • African Forum, National Forums • City to City exchange and Safer Cities Network **Development or Adaptation, and Dissemination of Tools** • Audit Tools, Partnership Building, Strategy development • Implementation: Municipal Police; Neighborhood Watch; Victim Support; Public Space Planning and Management; Employment and Support to Youth-at-Risk • Evaluation and Monitoring: Local indicators and Local Urban Observatories • Documentation and Best Practices **Advocacy and Normative Development** • The Role of Local Government in Crime Prevention • Youth at Risk Strategies: Africa; Latin America • Crime Prevention and Urban Planning • Gender Based Violence in Urban Settings

Introduction

This paper is the sequel to a presentation made at the Eleventh United Nations Congress on Crime Prevention and Criminal Justice in Bangkok. It aims to introduce and explain the Local Crime Prevention Toolkit.

The Local Crime Prevention Toolkit (LCPT) was developed to assist local authorities and teams to come to grips with crime prevention processes, concepts, and approaches. The LCPT was developed to respond to requests made by local authorities for practical, accessible, and user-friendly tools to meet citizens' demands for safety. In South Africa, citizens' demands are captured in Integrated Development Plans. The toolkit does not replace existing national and international crime prevention policies; rather it explains the process, and provides the tools to build crime prevention partnerships and strategies.

The Local Crime Prevention Toolkit (LCPT) aims to:

- Assist local authorities with a process approach for building and sustaining Local Crime Prevention Partnerships;
- Consolidate existing crime prevention experiences of both government and non-governmental organisations into practical toolkits for use by local crime prevention teams;
- Provide tools to respond to demands for a preventive approach through local integrated efforts;
- And build the capacity of Crime Prevention Teams and coordinators.

The Local Crime Prevention Toolkit (LCPT) contains practical tools and processes for use by Local Governments Crime Prevention and/ Safer Cities Coordinators and Crime Prevention Teams. It is not an academic Toolkit. However, in its application it promotes the use of scientific instruments and evidence-based approaches to reducing crime.

Background: LCPT Development Process

Background and Aims

Demand from Local Governments for Crime Prevention Tools

International Debates by Cities
(Barcelona, 1987, Montreal, 1989, Paris, 1996, Vancouver, 1996, Johannesburg, 1998, Naples (EFUS), 2000, Durban and Africities Summit, 2003)

ECOSOC Guidelines of 1995 and 2002

Process Tool for Integrated Multidisciplinary Partnership
- Consolidate Crime Prevention Experiences of Government and Non-Governmental Organisations into a I Practical Toolkit

Local Preventative Approach

Capacity Building of Local Actors

The Council for Scientific and Industrial Research (CSIR) Crime Prevention Center, now part of a division within CSIR called Defence, Peace, Safety and Security, launched a Local Crime Prevention Toolkit (LCPT) during the *Sustainable Safety: Municipality at Crossroad Conference* of December 2003, held at the Durban Metropolitan Council, South Africa. This toolkit was developed in partnership with South African Police Service (SAPS) and U Managing Conflict (UMAC) as a compilation of the results of local crime prevention workshops in South Africa that discussed the following challenges faced by local authorities: street children, transport and safety, alcohol abuse, and child abuse. These workshops deliberated on appropriate mechanisms and responses to address the above local safety challenges.

The challenges ranged from forming and sustaining local partnerships, mobilizing funds to sustain local initiatives, designing information-based strategies, and mechanisms for measuring the success of implemented initiatives.

Following the launch in December 2003, the CSIR-CPC, now part of a bigger research Division within CSIR known as Defence, Peace, Safety and Security (DPSS), and UN-HABITAT-Safer Cities Programme formalized a partnership agreement to develop an International version of the LCPT.

The international version incorporates ECOSOC guidelines for Crime Prevention; Safer Cities Program's experience gained from developing, implementing, and piloting city safety tools, and the experiences of the Coordinators Training Programme in Dar, Abidjan, Yaounde, Antananarivo, as well as various resolutions of International Conferences, namely: Barcelona, 1987; Montreal, 1989; Paris, 1996; Vancouver, 1996; Johannesburg, 1998; and *Municipality at the Crossroad*, Durban, 2003).

Orientation workshops held in Kampala, Nairobi and Dar es Salaam, Jo'burg, Durban, and Mangaung, and subsequent pilot training involving the latter five municipalities and Emalahleni Municipality informed the content of the LCPT. CSIR-CPC tested the LCPT at Central Karoo District Municipality, located in the Western Cape Province of South Africa.

The Strategic Support and Planning Processes of the LCPT

This part of the paper explains the content and components of the Local Crime Prevention Toolkit. The explanation is structured in the following manner: a discussion of the Three Spheres Convergence Crime Prevention Model, which informs the LCPT, followed by a detailed explanation of the Strategic Support and Planning Processes of the LCPT.

The Three Spheres Convergence Crime Prevention Model

The Three Spheres Convergence Crime Prevention Model explains that three elements must be present for a crime to take place, and role players are required to prevent crime by
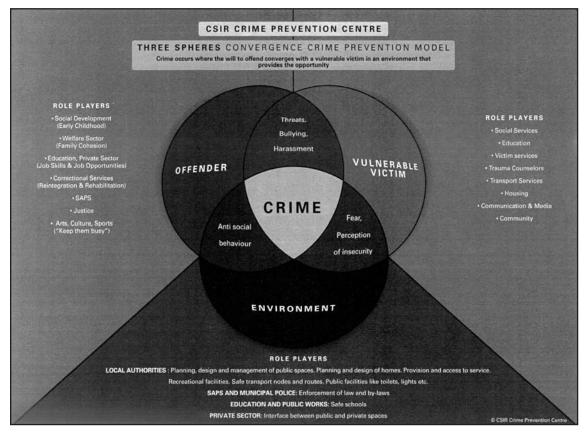

FIGURE 1: THREE SPHERES CONVERGENCE CRIME PREVENTION MODEL: CRIME

systematically transforming the three elements. This is the foundation in the Local Crime Prevention Toolkit.

The model articulates that crimes occur where there is a convergence of the will to offend, a victim vulnerable to the offence, and an environment that enables the offence.

- Where the will to offend converges with an enabling environment, but there is no potential victim, anti-social behavior results.
- Where the will to offend congregates with a vulnerable victim, but it is in an environment that does not enable a crime, threatening behavior, bullying and harassment results, but crime itself cannot occur.
- Where there is vulnerability for victimization in an environment that enables the commission of crimes, but there is no willing offender, fear and perceptions of insecurity proliferate, but once again, no actual crime occurs.

The model thus tells us that all three elements of crime must not only each be present, but must also converge before a crime occurs. If crime is to be prevented, it therefore follows that intervention must occur to specifically prevent such a convergence.

A closer examination of each sphere reveals the role players and interventions required to transform each sphere and consequently reduce the area of convergence. While it may be argued that it is theoretically possible to reduce one sphere to such an extent that it removes itself from the convergence altogether, without addressing the other two it is clear that in the space where the other two converge, anti-social behavior, bullying, and/or fear of crime will continue to manifest.
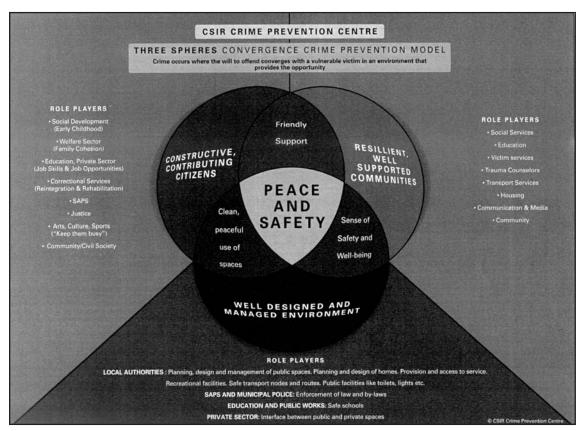

FIGURE 2: THREE SPHERES CONVERGENCE CRIME PREVENTION MODEL: TRANSFORMATION

Therefore, local efforts aimed at reducing crime must not only be aimed at a single sphere. Multi-sectoral partnerships must be formed with relevant stakeholders to:

i.   Transform willing offenders into citizens who are constructive and who contribute to the well-being of the community.

ii.   Transform vulnerable victims into resilient and well supported member of the community.

iii.   Transform environments to those whose design and management prevents crime.

The transformation process that must be achieved is illustrated utilizing Diagram 2 above. The LCPT contains strategic planning and support tools that bring together different role players to form sustainable local partnerships to transform crime infested local areas into peaceful and safe communities.

The Strategic Planning and Support Processes of the LCPT

The diagram below represents both the planning processes (outside sections) and support processes (inside circles) for designing and sustaining local crime prevention initiatives.
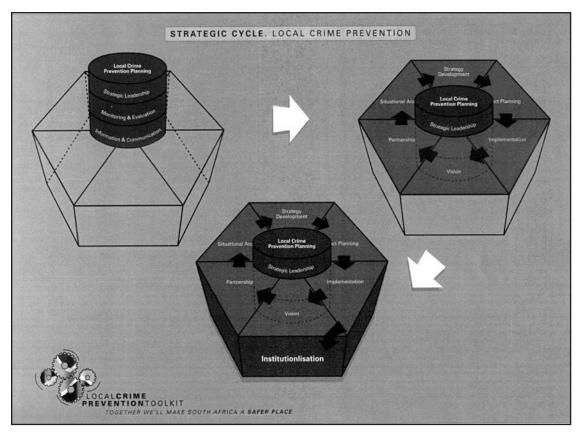
FIGURE 3: LOCAL CRIME PREVENTION STRATEGIC PLANNING AND SUPPORT PROCESSES

Strategic Planning Process

Common Vision

The LCPT moves from a premise that once the role players required to transform the elements of crime to peace and safety are identified, an inaugural workshop involving all should be organized to develop a vision. The vision should unambiguously define the meaning of peace and safety that all role players will jointly work towards achieving.

A participatory mapping tool is contained in the LCPT and can be useful in developing the vision. The participatory mapping tool has already been utilized by CSIR-CPC to develop visions of safety at Emalahleni, Central Karoo, Mangaung, and Johannesburg, to name a few.

Local Crime Prevention Partnerships (LCPP)

Once a vision is developed, the participating organizations should start a process to build and formalize a local multi-disciplinary crime prevention partnership. Some of the role players essential for local crime prevention include: SAPS, Correctional Services, Social Services, Media, Health Services, and the Private Sector (see figures 1 and 2 above for detailed list).

There is overwhelming evidence that highlights the importance of multi-disciplinary partnerships in crime prevention. In fact, effective crime prevention initiatives often involve different agencies. Building and maintaining partnerships is complex and requires patience and commitment. Individuals and organizations often have objectives and expectations of their own that need to be met and fulfilled through these partnerships. Problems may arise when these objectives and expectations are not always shared, nor are they always known to all, which is often the case. The lack of communication surrounding these objectives and expectations contributes to the frustrations experienced in partnerships, and may even result in the agencies withdrawing from the partnership. Hence the LCPT not only provides mechanisms and tools to form partnerships; it also emphasizes the important of making respective expectations known at the inception. Wherever possible, these expectations should be explicitly outlined in a formal partnership agreement that will be used to regulate the partnership. Barbara Holtmann of CSIR South Africa refers to this process as "having the fight first". During this 'first fight', the agencies must not only clarify their expectations, but must also discuss and agree on the roles of each, and on the consequences of failing to abide to the partnership agreement. The partnership agreement should be signed by the most senior person in the agencies party to the agreement.

The following tools have been included in the strategic workbook of the LCPT to assist in building a local partnership:

- A Resource Guide featuring a list of organizations that can assist LCPP
- Templates for assessing the LCPP
- The template for Stakeholder Analysis
- Templates of Invitation Letters and Meeting Agendas
- Templates of Partnership Agreements

Understanding Local Safety

After the local crime prevention partnership is formed, the next step in the process is collecting information on the crime and safety challenges and aspirations of local residents. Different terms are employed to denote a process that will enable the LCPP to understand local safety: diagnosis, safety audit, surveys, and crime research. This step aims to build and understand the crime problems experienced by the residents of a particular municipality. Part of this involves building comprehensive understanding of crime, such as what crimes occurs where, why and how does crime occur, who are the perpetrators and victims of crime, and what response mechanisms already exist in the municipality. In gathering the aforementioned data on crime, the Toolkit recommends to the LCPP that different sources of data be used. Certain data can be directly provided by members of the LCPP, whereas other information can be collected from municipal residents and other stakeholders, using different data collection tools such as participatory action mapping.

The following tools are included in the toolkit to assist in understanding local safety issues:

- Checklist - reliable information base
- Methods, tools, and techniques
- Profiling and survey tools
- Participatory action tools
- How to structure an insecurity report

Developing a Local Crime Prevention Strategy

The first step in developing a Local Crime Prevention Strategy (LCPS) is translating the recommendations flowing from the analyses of information collated above into a comprehensive crime prevention strategy. The LCPS describes the path to be undertaken by the LCPP to achieve its vision of safety. Municipal residents are best suited to judge the success of the LCPP by assessing the impact of the LCPS in their communities. It is therefore essential that sufficient time and resources be dedicated to developing relevant and appropriate LCPSs.

The toolkit recommends a five stage process to assist in designing effective local crime prevention strategies. The process begins with reconciling data findings into the strategic vision, and re-examining the recommendations that came out of the data-gathering process. Based on the information gathered from this process, members of the Local Crime Prevention Partnerships must then agree to objectives for the strategy and identify objective criteria to be used for prioritising these objectives. Following this, a number of potential actions are identified and assessed for each priority. The assessment considers whether the action will yield the expected results, and if evidence exists that such action works or has worked somewhere else. When there is doubt, the action can be tested through a pilot process that must be carefully monitored and evaluated. The final process is formalising the strategy. In this stage, the members of the LCPP officially commit themselves to implementing the strategy. This may involve tabling the strategy for discussion and approval by the Local Executive Committee or Municipality Executive Committee, as well as taking it through formal processes within agencies that are part of the partnership. If the partnership includes agencies such as NGOs, or government departments created by Provincial and National spheres of government which operates at a local level, it is important that the strategy be presented to management structures of these agencies.

The following tools have been included to facilitate the process of developing effective crime prevention strategies at the local level:

- Strategy Templates
- Criteria for prioritizing
- Community Safety Pacts

Action Planning and Strategy Implementation

Once a decision about a local crime prevention strategy is taken, the LCPP should establish working groups consisting of an Operational Team and a Management Committee (discussed later in this paper) to develop detailed action plans. The action plan specifies the exact activities to be undertaken by the LCPP to implement the Local Crime Prevention Strategy. The level of detail, sophistication, and the format of the action plan will be determined by the LCPP. The strategic workbook recommends that the action plan should, at least, contain the following information: Objectives, Activities, Time Frames, Lead Agencies and their Roles, Budgets, and Performance Indicators. The activities outlined in the action plan are monitored and evaluated.

The following checklists and tools found in the Toolkit are meant to assist the process of developing detailed action plans:

- Logical Framework
- Community Safety Pact
- Checklist - Balanced Action Planning
- Checklist - Resource Mobilization
- Checklist - Demonstration Projects Formats

Institutionalizing the Local Crime Prevention Strategy

The Strategic Workbook is based on the premise that the LCPP must begin institutionalizing the strategy at the onset of the local crime prevention initiative. Without an understanding of where crime prevention will be located and who will drive the process, damaging delays and problems may result, which may in turn have a negative impact on the local strategy, regardless of how good the strategy may appear to be on paper!

Local conditions and institutional frameworks may assist in determining the process to follow in institutionalising local crime prevention initiatives. The process of institutionalising goes beyond simply establishing structures, and may include amending, changing, integrating, and/or developing policy and legal reforms to achieve support for community safety through inter-agency collaboration and participatory action for local crime prevention. In addition, it may also entail building capacity to strengthen governance at local level.

In addition to mechanisms that can be used to institutionalise local crime prevention initiatives, the toolkit contains additional information to assist the Local Crime Prevention Partnership.

- Examples of local government structures
- Processes for departmental mainstreaming
- National support frameworks
- Examples of municipal deliberation and budgets

The process of institutionalising local crime prevention initiatives must seek to increase the return investments, thereby ensuring the sustainability of the outcomes. It must work to build a local crime prevention culture to ensure that crime prevention is normalized and becomes a routine way of doing things. When the man who is responsible for changing the light bulbs in public places understands that to change a broken bulb today instead of tomorrow is crime prevention, the LCPP will have successfully institutionalised crime prevention with the Electricity Department.

Strategic Support Processes:

Strategic Leadership of a Local Crime Prevention Initiative

The Local Crime Prevention Toolkit (LCPT) is based on the premise that the body of government closest to the community should assume the strategic leadership and management of local crime prevention initiatives. This rational is in line with lessons learned from existing crime prevention initiatives which demonstrate that sustainable crime prevention initiatives are the ones that address the causes of crime which are particular to the community, and which are headed up by local governments.

The LCPT makes a clear distinction between strategic leadership, strategic management, and an operational team. *Strategic leadership* should be provided by the most senior decision-makers in the Local Crime Prevention Partnership (LCPP). These decision-makers form a Local Executive Committee responsible for providing oversight and strategic leadership. Examples of appropriate local-level decision-makers are members of the Mayoral Committee, Chief Executive Officers or Chairpersons of Boards of Directors of Non-Governmental Organizations that are part of the LCPP, and, where possible, Provincial (regional) and National role players. The constitution of the Local Executive Committee should respond to the specific conditions of the locality.

Strategic Management of the LCPP and its initiatives should be composed of full time personnel who are employed by Local Government. The specific composition and powers of the management unit can be decided by the Local Executive Committee. For example, the management committee of the Johannesburg Safety Strategy is composed of both full time and part time personnel whose role is to coordinate, monitor, and evaluate the crime prevention responsibilities of the LCPP. The Strategic Management unit of the LCPP does not have decision-making powers which remain with the Local Executive Committee.

Reports of the Management Team are tabled for discussion and decision by the Local Executive Committee.

The Operational Team is made up of middle managers from organizations that are part of the LCPP. This team is responsible for implementing decisions taken by managers of different agencies, and for implementing the Local Crime Prevention Strategy. The LCPT recommends that the Local Operational Team be made accountable to the Local Executive Committee.

It should be emphasized that the policy frameworks and conditions used to determine the ideal structure to lead, manage, and implement a local crime prevention initiative be country-specific. If policy guidance does not exist, per se, the organizational structures contained in the LCPT can provide the required assistance in formalizing the leadership.

A structure and templates with roles and responsibilities of the above leadership mechanism are explained in detail in the LCPT. Each of the aforementioned leadership mechanisms are explained in greater detail in the LCPT, and a structure and templates with roles and responsibilities are also provided.

Monitoring and Evaluation

Monitoring and Evaluation are used to oversee the process of developing and implementing local crime prevention strategies. Though the terms 'monitoring' and 'evaluation' tend to be used interchangeable, they exist for different purposes and fulfill different objectives. The Local Crime Prevention Tooklit contains explanations of the specific purpose and functions of Monitoring and Evaluation.

Monitoring is a daily management function used to assess performance and progress against planned activities, keep track of contextual developments, and recommend corrective actions to address any blockages. The Management Committee and the Operational Team monitor the performance of the activities that have been planned by the LCPP and approved by the Local Executive Committee.

Evaluation generally aims to determine the extent that crime prevention objectives are relevant to local needs and priorities. It is also assesses the efficiency of performance, and the effectiveness, impact, and sustainability of the LCPP's initiatives. Evaluations are conducted at specified intervals to objectively measure the relevance, performance, and success of ongoing and completed programmes and projects. External crime prevention experts can be used to evaluate LCPP plans, projects, and programs, however nothing prevents the Operational Team and the Management Team from also objectively evaluating them.

The LCPT contains examples of indicators, templates for developing indicators, monitoring and evaluation templates, checklists, work plans, and methods for scientific data collation. These tools are included in the LCPT to enable LCPPs to design frameworks to monitor and evaluate their initiatives.

Information and Communication Tools

A communications strategy is an integral part of an effective Local Crime Prevention Strategy. It builds awareness and can be utilised as a tool to mobilize and sensitize internal and external stakeholders. The communications part of the LCPT points out that public perceptions of crime are informed by the media and crime experiences of friends and relatives. These perceptions do not develop overnight but are a product of long-term internalization. Therefore, if a LCPP develops a communication strategy, it must seek to:

- Enhance communication between the partnership and the target community;
- Enhance communication between the partnership and the public;
- Enhance communication between the partners involved in the partnership;
- Enhance communication between the partners implementing a specific activity.

In developing a communications strategy, the LCPP must be clear about their objectives and who their target audience is. Clarity on the object will assist in determining the correct communication channels. The channels of communication may range from local print and electronic media to newsletters and emails. The LCPT contains templates to assist in developing a communications action plan that specifies the objective, audience, and channels of communication.

Components of the LCPT

The following components of the LCPT were developed to enable local authorities to undertake the process of developing, implementing, and evaluating a local crime prevention strategy. The components are:

The Strategic Workbook

The Strategic Workbook is the foundation of the LCPT and, in nine chapters, it guides all relevant role players through the complete LCPT planning process. These chapters are Partnership Building and Visioning, Data Collation and Analysis, Strategy Formulation, Strategy Implementation, Institutionalisation, Monitoring and Evaluation, Management, Information, and Communication.

The Resource Directory:

The Resource Directory contains a template for developing local resource databases. The South African edition, in addition to the template, contains the actual contact details for national, provincial, and where possible local government and non-governmental organisations that provide services which are helpful to local crime prevention partnerships.

Tools (School Resource, Year Planner, Mapping Tool): from the Toolkit:

- **Schools resource** is a visual learning exercise that can be used in a variety of ways: in schools to encourage a better understanding of crime, the impact and consequences of crime, and the roles and responsibilities of an inclusive range of stakeholders in making communities safer, for example.
- **The Mission Poster**: capture mission agreed on by the partners
- **Participatory Mapping Tool (White Board and magnets)**: This assists in using a participative action approach to information gathering and linking the environmental, social, and regulatory frameworks to community safety.
- **The Year Planner**: This assists the Local Crime Prevention Partnership in planning its annual activities.

CD-ROMs

The LCPT comes with two (2) CD ROMs containing the Strategic Workbook and the Resource Directory. All relevant tools and templates are included in the CD ROMs to enable the LCPP to adapt the Tools to local conditions and, where necessary, to print them.

Training Curriculum on the LCPT

The training curriculum aims to provide applied knowledge and skills to participants in order to ensure the effective use of the tools and information contained in the Local Crime Prevention Toolkit. The curriculum uses an action participatory method of training, thus enabling participants to learn through practical group exercises. Participants interact and share their experiences in group discussions and plenary discussions. The curriculum continues to be developed and tested with the following cities:

- South Africa: Johannesburg, Ethekwini, Mangaung, and Emalahleni Municipalities.
- East Africa: City of Nairobi (Kenya) and Dar-es-salaam (Tanzania).

Interactive Communication Technology (ICT)

An Interactive Communication Technology enabled Toolkit is being developed and refined. The completed ICT Tool will guide and prompt coordinators through the LCPT process and will provide tools for electronic data collection and data management. It will also assist with analysis, generate reports, and ensure appropriate linkages between the vision, strategic planning, and outcomes. It provides for scenario planning to assist with and assess recommendations and project planning.

Conclusion

The Strategic Support and Planning Components of the LCPT were designed to help realize goals for a safer and more prosperous environment. They exist to enable Local Governments and Local Crime Prevention Teams to develop, implement, and sustain crime prevention efforts.

CSIR-CPC, UN-HABITAT and partner organizations plan to fully compile, develop the necessary tools, and publish the Local Crime Prevention Toolkit. UN-HABITAT will disseminate the LCPT internationally and facilitate processes to adapt it in pilot cities such as in Tanzania, the Philippines and Serbia. The CSIR will facilitate a process to mainstream it in South Africa and beyond.

The CSIR-CPC and UN-HABITAT are working with Municipalities in South Africa (Johannesburg, Durban, Emalahleni and Mangaung) and East Africa (Nairobi and Dar-es-Salaam) to build crime prevention capacity and share experiences.

BIOGRAPHIES

Laura Petrella is an Urban Safety Expert with the Safer Cities Programme of UN-HABITAT, based in Nairobi, Kenya. She trained as an architect and urban planner specializing in human settlements analysis, planning and management. She has a keen interest in the development of innovative approaches, tools, concrete measures for the prevention of urban insecurity and capacity building, particularly in developing countries and cities. Her experience includes work in Italy, Kenya, Brazil, South Africa, Morocco, Burkina Faso, Niger, Colombia, Tanzania and Cameroon. She joined UN-HABITAT in 1995, and worked with The Land Management Programme, and The Settlement Upgrading Programme, before joining the Safer Cities Programme.

Themba Shabangu is a Senior Research Officer in the Crime Prevention Centre, part of the Defence, Peace, Safety and Security Division of the South African Council for Scientific and Industrial

URBAN CRIME PREVENTION & EFFECTIVE MEASURES FOR YOUTH AT RISK:
TRAINING NEEDS AND TECHNICAL ASSISTANCE

By Kei Someda

Introduction

Training needs for urban crime prevention and effective measures for youth at risk are, in general, unique to each county's particular situation. Experience at the United Nations Asia and Far East Institute (UNAFEI), established in 1961 as a UN regional training and research institute for prevention of crime and treatment of offenders and based in Tokyo, Japan, has pointed to some commonalities among the needs expressed. Specific types of technical assistance in these areas are further categorized according to several basic elements which correspond to the common training needs which have been identified.

Training Needs

The Need for a System

We find that some countries are lacking a basic or effective system to combat urban crime as well as effective measures for youth at risk. In this regard, their needs are primarily learning how to establish an effective system of crime prevention measures in their respective countries. This requires the enactment or amendment of statutes, regulations, and other types of legal documents which can be implemented nationwide under the authorization of the government. The system requires the establishment of authorities or organizations that deal with personnel, an inter-agency cooperative framework, and a basic structure for crime prevention that includes provisions for the treatment of offenders, among other things.

The Need for Implementation

We also recognize that many countries lack effective ways of implementing crime prevention strategies. Even though some countries already have sophisticated urban crime prevention systems, or techniques for dealing with youth at risk, it is commonly found that such systems are not as effective as they could be or as they hoped to be. Reasons for this vary but some common ones are as follows:

- Lack of political will or strong leadership on the part of the government and/or local authorities;
- Lack of know-how concerning implementation of the system;
- Insufficient inter-agency cooperation;
- Inadequate funding;
- Shortage of manpower and training for personnel;
- Lack of technical knowledge to operate devices which employ advanced technology.

Types of Technical Assistance and Training

Responses to meet these common needs may occur at both the system level and the implementation level. In many cases, these two levels of assistance must be carried out simultaneously.

Two strong examples of this from UNAFEI's support activities are:

(1)   Providing technical assistance to the Juvenile Justice System of Kenya; and
(2)   the 129th UNAFEI International Senior Seminar.

The former is an example of continuous technical assistance to a specific country, whereas the latter is a typical example of an international training seminar.

Providing Technical Assistance to Kenya's Juvenile Justice System

UNAFEI started the technical assistance to Kenya's Juvenile Justice System project in 1997. It consists of three major pillars:

a)   Dispatching UNAFEI professors to Kenya to lend their expertise to the Juvenile Justice System. Every year, one to three professors are dispatched, and UNAFEI sent four professors from July to August 2005. I visited Kenya from 2001 to 2003.

b)   Conducting country-focused training courses for Kenya at UNAFEI in Tokyo, Japan. UNAFEI's sixth Training Course on the Juvenile Delinquent Treatment System for Kenya was held in October 2005; and

c)   Supporting follow-up activities.

In practice, these pillars represent the cycle of activities. Firstly, UNAFEI professors conduct research on the ground and identify the problems and needs specific to the area. They then begin supporting various activities throughout the development stage of the prevention strategy, and hold national and regional seminars to promote the subsequent implementation of the strategy.

Secondly, UNAFEI brings Kenyan officials to Japan to train them how to effectively implement the strategy. These training courses are designed for 'training the trainers'. Participants are also tasked with formulating a concrete action plan for the effective implementation of the crime prevention strategy when they return to Kenya. They are also expected to be lecturers in ensuing training courses and seminars in Kenya.

Thirdly, based upon the problems identified by UNAFEI and the contents of the yearly action plans, members of UNAFEI's alumni are encouraged and supported to realize their action plans and implement their initiatives by using an international teleconferencing system and emails to maintain close contact with each other and with UNAFEI. The Japan International Cooperation Agency's (JICA) Kenya office also provides vital assistance to the alumni, and works in close collaboration with UNAFEI.

As one of the follow-up activities ingrained in the system, UNAFEI professors visit Kenya one year after successfully completing the training to see if there have been improvements and, when necessary, make adjustments to the specific contents of the technical assistance.

As for the establishment of the system, I spent a total of about six months in Kenya between 2001 and 2003 as a JICA expert. I drafted the first nine systematic National Standards regarding community-based treatment for the Children's Department (the Office of the Vice-President, Ministry of Home Affairs, National Heritage, Children's Department). By 2003, another UNAFEI professor and I successfully established seventeen National Standards regarding community-based treatment and institutional treatment of children for the Children's Department with a manual (500 pages) for Children's Officers and Volunteer Children's Officers (VCOs). I also wrote the training handbook (100 pages) for the VCOs.

In 2003, UNAFEI began inviting agencies whose work relates to the treatment of children or crime prevention activities targeting children and juveniles to benefit from the training offered at UNAFEI in Japan. Due to the volume of agencies and organizations involved in children's issues, including those working with street children, those benefiting from the training included: officials from the Children's Department which has overall responsibility for children's issues; police officers working for the Children's Desk; representatives of the judiciary, including qualified Children's Magistrates; probation officers from the Probation and Aftercare Department; representative of the Corrections Department, including Directors of Juvenile Institutions; and volunteer Children's Officers. While providing technical assistance for Kenya, it was soon realized that establishing an integrated approach in close collaboration with the aforementioned actors and organizations is indispensable to realizing a thorough care system for children. The first three courses were offered exclusively to invited officials from the Children's Department; however this was soon widened to include a greater number of participants for a range of agencies and organizations.

There are still many problems with the implementation of Kenya's National Standards, therefore, UNAFEI must continue to offer their continuous support. On the other hand, Kenyan officials are encouraged to increase their own capacity to implement the strategy independent of UNAFEI's support.

UNAFEI's 129th International Senior Seminar

Introduction

UNAFEI has held international training courses and seminars for criminal justice officials since 1962. The total number of overseas participants amounts to more than 3,000 from 100 countries. There are multiple country courses/seminars taught together with country-focused courses for Kenya, Thailand, China, Philippines and Central Asia.

UNAFEI holds a five week International Senior Seminar once a year. These seminars are designed for high-ranking or senior level public officials from central bureaus, departments, and agencies in the field of criminal justice, such as police, prosecution, the judiciary, corrections and rehabilitation, etc. The 129th Seminar candidates were required to have experience in the field of crime prevention, youth crime, juvenile delinquency, and rehabilitation of offenders. These requirements reflect the main theme of the 129th seminar - *"Crime Prevention in the 21st Century - Effective Prevention of Crime associated with Urbanization based upon Community Involvement and Prevention of Youth Crime and Juvenile Delinquency"*. It corresponded with the workshop theme as well.

The basic principles and methodology of UNAFEI courses and seminars, and the special features of the 129th Seminar, are outlined below.

Methodology

i.   *A practice oriented approach*

UNAFEI is not a school or an academy, which specializes in pure theory. UNAFEI's first principle is that regardless of the particular subject matter, the approach must be "a practice ori ented approach". Given that the criminal justice system in any given country is rooted in its own culture, tradition, and social conditions, the responsibility for reform in each country should ultimately rest in the hands of that country's people. Therefore, participants are expected to learn the ways most suitable for the betterment of the situation in their own country by sharing and exchanging views, experience, and knowledge with fellow participants, visiting experts, and the faculty of UNAFEI. UNAFEI may thus be classified as a multilateral learning community.

ii.   *An integrated approach*

The second principle involves adopting an "integrated approach" to the study of criminal justice administration. To tackle any problem related to criminal justice administration, an under standing of the particular issue in relation to the criminal justice system as a whole is necessary. Therefore, the curriculum at UNAFEI is designed to promote understanding from a diverse perspective,there by integrating each pillar of the criminal justice system. The views and experi-ences of participants from diverse fields undoubtedly contributes to more active discussions and brings with it a broader perspective.

iii.   *Comparative study*

Thirdly, "comparative study" is stressed so that the experiences of each country may be fully considered in examining appropriate measures. The unique composition of participating coun-tries enables participants to approach discussion issues in a comprehensive manner.

Contents of the 129th Seminar

i.   Objectives

        UNAFEI works with participants to examine the kinds of measures that can be taken by criminal justice agencies in their respective countries to solve existing challenges and problems. After these were identified, examined and discussed, we concentrated on the current situation of crime as it relates to urbanization. Potential countermeasures for challenges and problems were identified and explored, as were future prospects for preventive initiatives, including crime prevention strategies and strategies for reintegrating offenders into the community, that would complement the traditional repressive approaches such as strengthening law-enforcement and a 'just deserts' approach to offenders.

The Major Topics Covered in UNAFEI's 129th Seminar

The Current Situation of Crime as it relates to Urbanization, Countermeasures, and Problems Experienced by Participating Countries
- *Assess the current situation*
- *Identify the measures which have been taken by the current criminal justice systems, by the police, prosecution, judiciary, corrections, and rehabilitation services*
- *Identify the problems faced*

Effective Measures for Preventing Crime Associated with Urbanization
- *Measures, such as community policing and community prosecution, can be taken by police and prosecution to prevent crime associated with urbanization.*
- *How to identify target areas - mapping analysis of reported crimes.*
- *Situational crime prevention - reducing crime by improving urban planning.*
- *Measures for preventing victimization - reduction of risk factors for victims, i.e., target hardening.*
- *Crime prevention measures in the community with the active participation of community residents, utilization of volunteers, and so forth.*

Effective Measures for Youth at Risk
- *Integrated approach (multidisciplinary approach) for youth at risk with the cooperation and collaboration of multiple agencies including the criminal justice system, schools, welfare services, hospitals, and others.*
- *Measures for enlightening youth.*
- *Early intervention for youth at risk - establish an appropriate risk and needs assessment scale, as well as measures for early intervention based upon the assessment.*
- *The establishment and management of a flexible disposition and treatment system/ measures to tackle youth offending/juvenile delinquency. This process includes the examination of various forms of disposition and treatment, establishment and management of diversion programmes, mainly community-based treatment, at the police, prosecution, and court levels.*
- *Effective institutional treatment for youth.*
- *Effective institutional treatment programmes for preventing recidivism and enriching the thorough care system in cooperation and collaboration with community-based treatment services (eg. probation services).*
- *Effective community-based treatment for youth.*
- *Effective community-based treatment programmes for preventing recidivism; ensure that the community plays an active role in facilitating the effective rehabilitation and reintegration of offenders in the community; and promote the "thorough care system" in cooperation and collaboration with multiple agencies/organizations, and establish a smooth transition programme from the community-based treatment stage by criminal justice agencies through to the aftercare stage.*

> ***The Role of the Community in the Integrated Approach (multidisciplinary approach)***
> ***and Establishing an Effective Multi-Agency Cooperation and Collaboration System***
> - *Necessity of the integrated approach (multidisciplinary approach), methods of planning and implementation, and agencies which are in charge of this.*
> - *The role of the community in the integrated approach is focused primarily on crime prevention and reintegrating offenders, revitalizing the local community, actively participating in restorative justice approaches with the victim and the offender, and developing new methods for recruitment community volunteers and utilizing the volunteers and community resources, such as volunteer probation officers, as much as possible. .*
> - *Develop measures for establishing an effective integrated approach (multidisciplinary approach) such as information sharing with all agencies/organizations concerned and iii. Group Workshops*

ii.   *Curriculum*

The UNAFEI seminars typically take the form of general and group discussions based on the knowledge and experiences of the participants and with the advice of faculty members and visiting experts. The Seminar programmes for the 129th Seminar were as follows:

1. Individual Presentations

This portion of the programme was intended to give participants an opportunity to compare the different systems and practices from their countries, as regards to the main theme of the Seminar. Each participant was allocated forty minutes for his/her individual presentation, and an additional twenty minutes for a question and answer session. PowerPoint, an overhead projector, and audio/video equipment were available for use in the presentations.

2. Group Workshops

Group Workshops further examined subtopics under the main theme of the Seminar. The participants were divided into three groups and the group members studied the designated subtopics and exchanged their views based on information obtained through personal experience, the individual presentations, lectures, and so forth. Each group was expected to compile the results into a report that was published in the UNAFEI Resource Material Series.

3. Lectures, Visits, and Others

- *Lectures* by overseas visiting experts, and ad hoc lectures from Japan and UNAFEI professors on subjects relating to the main theme and other subjects of general interest;
- *Panel discussion* sessions lead by five visiting experts from overseas;
- *Visits* to agencies relating to the main theme of the Seminar; and
- Cultural and other *programmes* of interest.

CURRICULUM OUTLINE

Total Hours	110
I. Introduction	**38**
(a) Introduction and Seminar Orientation	2
(b) Individual presentations on the theme of the seminar	36
II. Subjects	**72**
(a) Faculty lectures: "Criminal Justice System in Japan" Series, etc.	2
(b) Visiting experts' Lectures concerning the main theme of the seminar	20
(c) Ad hoc lectures concerning the main theme of the seminar	4
(d) Group workshops, plenary meetings, and report-back sessions	20
(e) Observation visits	8
(f) Study tour to criminal justice-related agencies	12
(g) Evaluation and individual interviews	2
(h) Closing ceremony	2
(i) Miscellaneous	2

iii.　　*Group Workshops*

Group 1

Main Theme
Effective Measures for Preventing Crime Associated with Urbanization

Topic for Discussion
Identify measures that can be taken by the police and prosecution to prevent crime associated with urbanization, including community policing and community prosecution.

Suggested Points of Discussion:
- *Situational crime prevention* - reduce crime by improving urban planning.
  - How to identify target areas - mapping analysis of reported crimes
  - Measures for preventing victimization - reducing risk factors for victims, i.e., target hardening
  - Implementing the "Broken Windows Theory"
- Crime prevention measures in the community by the *active participation of community residents*.
  - Cooperate and collaborate with agencies, relevant organizations, community residents, and volunteers.

Group 2

Main Theme
Effective Measures for Youth at Risk

Topic for Discussion
- *Early intervention* for youth at risk
- Establishing and managing a *flexible disposition* and *treatment system/measures* to tackle youth offending/juvenile delinquency
- Effective *institutional treatment* for youth/juveniles
- Effective *community-based treatment* for youth/juveniles

Suggested Points of Discussion
Integrated approach (multidisciplinary approach) for youth at risk, with the cooperation and collaboration of multiple agencies such as the criminal justice system, schools, welfare services, hospitals, and others.

Group 3

Main Theme
The role of the community in the reintegration of victims and offenders into the community

Topics for Discussion
- Ways in which the *community can become actively involved* in the effective treatment of offenders.
- *Holistic approaches* to the *reintegration* of victims and offenders into the community, such as restorative justice approaches.

Suggested Points of Discussion
- Establishing a *community network* with relevant agencies and organizations for an integrated aftercare system.
- Developing various methods of *recruitment* and utilizing community *resources* and citizen *volunteers*.

Suggestions and Future Prospects for Training and Technical Assistance

Based upon discussions with personnel who are involved in this field and my experience as a UNAFEI professor, I offer the following suggestions to improve technical assistance and training.

1. Encourage a strong commitment by high-ranking officials and establish an integrated policy

The problems of urban crime and youth at risk are rooted in various causes of society. Therefore, if we try to provide effective assistance to the countries which suffer from these problems, the establishment of an integrated policy (approach) by the central government is indispensable. This can be realized by the strong political will of the prime minister, congressmen, and senior management of leading governmental agencies, etc.

2. Promote multi-agency approach

Along the same lines, multi-faceted problems can only be solved by the establishment and promotion of multi-agency collaboration and cooperation.

3. Systematic training

Training should be conducted in a systematic way and should be based on regulations or national standards.

I.   An annual training plan needs to be established and sufficient resources should be allocated based upon the plan.
II.   Systematic training should consist of

i.   Regular training from the primary level to senior level and
ii.   Special (thematic) training on an ad hoc basis to supplement the regular training.

4. Systematic inspection and feedback - Maintain sustainability and further improvement of the entire system

To realize the desired outcome of technical assistance and systematic training, they have to be monitored by systematic inspection and followed up by the competent authorities. As for systematic inspection, it should be conducted based upon regulations or national standards and the outcome of the inspection should reflect the further improvement of urban crime prevention and effective measures for youth at risk.

In practice, maintaining sustainability is a very challenging issue which supporting countries and organizations have been faced with for a long period, but is vitally important to realizing effective technical assistance.

5. Explore the most appropriate method of introducing new methodology and technology

It is commonly found that recipient agencies and organizations are interested in the latest/advanced technology and methodology which require expensive equipment. For instance, at the 129th UNAFEI Seminar, we introduced crime mapping technology to prevent urban crime with a case study on the New York Police Department's (NYPD) COMPSTAT system. Currently, the NYPD's system is equipped with advanced computer technology. However, when they first established mapping they operated the system with handwritten mapping. When participating countries consider the introduction of crime mapping, they can start with handwritten mapping as long as they have accurate maps of specific areas. Participating countries should be encouraged to avoid relying on expensive equipment if they are to maintain sustainability.

BIOGRAPHY

Kei Someda is currently Director of the Case Management Division, Tokyo Probation Office, Ministry of Justice, Tokyo, Japan, and a member of the Criminal Law Society of Japan, the Japanese Association of Sociological Criminology, the Japanese Association of Victimology, and the Japanese Society for the Study of Restorative Justice. Formerly, he was a Professor and the Chief of Information and Library Services Division, United Nations Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders (UNAFEI), Tokyo, Japan. He has also been Senior Officer in Charge of Laws, General Affairs Division, Rehabilitation Bureau, Ministry of Justice (Headquarters), Tokyo, Japan, and an expert at the Japan International Cooperation Agency (JICA) in Criminal Justice for supporting the Office of the Vice-President, Ministry of Home Affairs, National Heritage, Children's Department, Nairobi, Kenya.

THE SHAPE OF THE FUTURE OF TECHNICAL ASSISTANCE

By Slawomir Redo

Introduction

The title of this presentation may suggest that its author is holding a crystal ball in which he can read what shape technical assistance may take in the future - with regard to strategies and best practices for crime prevention, in particular in relation to urban crime and youth at risk. Obviously, this is not the case. What future technical assistance may look like, will instead be projected through the spectrum of the general topic of the Eleventh United Nations Congress on Crime Prevention and Criminal Justice, namely *"Synergies and responses: Strategic alliances in crime prevention and criminal justice"*, and inputs from Congress workshop No. 5 on *"Measures to combat computer-related crime"*, as well as inputs from other world conferences.

Two adages from workshop No. 5 may be a departure point for showing the way for future technical cooperation in the area under consideration: "Those who forget the past are condemned to repeat it" (George Santayana, 1863-1952), which can be paraphrased as "those who fail to anticipate the future are in for a rude shock when it arrives". Both adages were articulated by Peter Grabosky, one of the panellists in the computer-related crime workshop.

In the light of the above, the following points help to see what the future shape of technical cooperation in crime prevention may look like.

Population Trends

Year 2050

- A very high percentage of people will likely be living in urban agglomerations.
- The world's population will increase from 6.4 billion today, to 8.9 billion by 2050[1]; the 50 poorest countries will triple in size, to 1.7 billion people. The planet can then sustain only 2 billion people at a western standard of living[2].

Year 2030

- The urban population is projected to grow by 1.8 per cent per year between 2000 and 2030, almost twice as fast as global population growth. The number of urban dwellers will rise from 3 billion in 2003 - 48 per cent of the total population, to 5 billion in 2030 - 60 percent. By 2030 all regions will have urban majorities.

Year 2020

- The United Nations Millennium Development Goal 7 on ensuring environmental sustainability, foresees achieving significant improvement in the lives of at least 100 million slum dwellers by 2020.

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[1] United Nations Population Fund (2004) *State of World 2004: The Cairo Consensus at Ten: Population, Reproductive Health and the Global Effort to End Poverty*, New York, USA: UNFPA. Used as the source for all population estimates found herein.

[2] Donella Meadows, Jorgen Randers, and Dennis Meadows (2004) *Limits to Growth: The 30-Year Update*, White River Jct, VT, USA: Chelsea Green Publishing.

Year 2017

- Less developed regions will grow by 2.3 per cent and are expected to be majority urban in 2017.

Year 2015

- Today there are 20 cities of more than 10 million people (15 in developing countries), containing 4 percent of the global population; by 2015 there will be 22 such mega-cities (16 in developing countries), with 5 per cent of the global population.

Year 2007

- By 2007, for the first time in human history, more than half the people in the world will be living in cities.

Year 2005

- The gap between rich and poor nations is 10 times what it was 30 years ago[3]. Some 2.8 billion people - two in five - still struggle to survive on less than US $ 2 a day.
- Today, Sub-Saharan Africa has the fastest urbanizing rate of all continents, accompanied by high rates of infant mortality, low life expectancy, low literacy and high rates of HIV/AIDS. In Sub-Saharan Africa, some 49% of the population lives on less than US $1 a day (70% in urban slums), and their numbers are expected to double, on average, every 15 years.

The Shape of Technical Assistance in the Future: Four Dimensions

1. From Rights to Evidence-based Crime Prevention

The United Nations Economic and Social Council, in its resolution on "Action to promote effective crime prevention" (ECOSOC resolution 2002/13), provided "Guidelines for the prevention of crime" which emphasize that "crime prevention strategies, policies, programmes and actions should be based on a broad, multidisciplinary foundation of knowledge about crime prevention problems, their multiple causes and promising and proven practices".

There have been other resolutions underlying the need to pursue evidence-based crime prevention, for example articulated by the World Health Assembly, requesting the Director-General of the World Health Organization, in collaboration with other organizations of the United Nations system, and other international agencies, "to continue work on integrating a science-based public health approach to violence prevention into other major global prevention initiatives".[4]

However desirable this direction is, as yet, there has been too little progress from rights to evidence-based crime prevention.

A review of 91 studies in developing countries published between 1980 and 2002, which covered 82 studies of programmes, 31 studies of practices, and 18 studies of both programme and practices, revealed that the quality of research on criminal justice policy, and criminal justice interventions in particular, remains rather modest. This was in spite of the fact that there seems little dispute that,

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[3] Ibid.

[4] World Health Assembly (2003) *Implementing the Recommendations of the World report on violence and health*, agenda item 14.15 at the Fifty-sixth World Health Assembly - WHA56.24 of 28 May 2003, available online at: www.who.int/gb/ebwha/pdf_files/WHA56/ea56r24.pdf.

whatever the setting, widespread crime disrupts prospects for growth and development, and reduces the quality of life for citizens, particularly the poorest groups, and despite the importance of crime reduction as a key social and economic target. Moreover, regional breakdown of the studies meeting the inclusion criteria showed how limited they were in number: in East Asia and the Pacific -13 studies; in Europe and Central Asia - 1 study; in the Middle East and North Africa - 3 studies; in South Asia - 14 studies; in Sub-Saharan Africa: 34 studies; in Latin America and the Caribbean - 18 studies; worldwide and others - 8 studies.[5]

The above leads to one conclusion: in order to have more evaluation research, there is a need for capacity-building in most parts of the world. Consequently, there should be more technical assistance projects, particularly in developing countries and in countries with economies in transition, which include capacity-building in evaluation techniques, enabling more evidence-based crime prevention projects and projects with an evaluation component to be undertaken.

The UN Office on Drugs and Crime (UNODC) has been working in this direction. One recent example is the project "South-South Cooperation for Determining Good Practices for Crime Prevention in the Developing World (Southern Africa and the Caribbean)". This project involves:

I.   Refinement of national crime prevention strategies through review and evaluation and application of good practices in new projects and/or plans;

II.   Increased dissemination and exchange of lessons learned and good practices within and between the two regions through a publication and website;

III.   Enhanced research capacity on crime prevention strategies of the national crime prevention commissions and the CARICOM Task Force on Crime and Security, Association of Caribbean Commissioners of Police, and the Southern African Regional Police Chiefs Cooperation Organization, through the linking of learning institutions to policy units of governments and by creating a cadre and regional network of experts.

2. From Official to Victimization Data

Capacity-building includes expanding the availability of official crime statistics for measuring and evaluating the practical impact of crime prevention projects and should, therefore, be one of the most important features of future technical assistance. However, availability of crime data is often poor, especially in developing countries. It was noted, for example, at the Seventh World Conference on Injury Prevention and Safety Promotion (Vienna, Austria, 6-9 June 2004), that current projects addressing the prevention of violence were based on alternative data sources such as emergency ward records, rather than official police homicide and assault statistics, let alone crime victimization surveys.

Nevertheless, when technical assistance projects include the use of victimization surveys to address the prevention of violence, it will be important to establish better coordination and collaboration among countries and donors to promote the use of standard instruments such as the International Crime Victim Survey, and to develop baseline data as well as regular monitoring, instead of single and uncoordinated efforts.

3. From Global to Local Crime Prevention

The popular saying "think globally act locally" has made its inroads into crime prevention. Once more, this could be observed at the Seventh World Conference on Injury Prevention and Safety Promotion, where many of the projects presented concentrated on small groups of victims or local areas.

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[5]   Akpokodje, Joseph, Bowles, Roger & Tigere, Emmanuel for the Centre for Criminal Justice Economics and Psychology at the University of York (2002) *SSR Project R8189: Research on Evidence-Based Crime Prevention Study, Final Report, Evidence-based approaches to crime prevention in developing countries - A scoping review of the literature*, YORK YO10 5DD, available online at: www.york.ac.uk/criminaljustice/word/Evidence-Based-Crime-Prevention-Study.pdf.

It appears that there is a "grass roots" movement of promoters of anti-violence which embraces the international scene with their local findings and recommendations.

4. From Alternative Development to Sustainable Livelihood

The report of the Executive Director of UNODC on "Development, security and justice for all" (E/CN. 15/2005/2), submitted in 2005 to the Commission on Narcotic Drugs at its forty-eighth session, and the Commission on Crime Prevention and Criminal Justice at its fourteenth session, indicate that UNODC-initiated work in the area of promoting sustainable livelihoods to prevent crime in urban contexts, pursuant to the Trafficking in Persons Protocol of the United Nation Convention against Transnational Organized Crime (para. 27).

Although working from very different perspectives, the question of the promotion of sustainable livelihood has been a focus for both Commissions. The present paper notes this because the concept of "sustainable livelihood" generically covers "alternative development"[6], applied to urban and rural settings, respectively.

That latter concept has been explained in another report of the Executive Director, the "Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development" (E/CN.7/2005/2/Add.2). Alternative development has been successfully applied to the elimination of illicit crop cultivation "which can be achieved and sustained… Moreover…, alternative development programmes need to include improved and innovative approaches. These should, inter alia, promote community participation and democratic values, include appropriate demand reduction measures, incorporate a gender dimension and observe environmental sustainability criteria" (para. 4).

As for "sustainable livelihood", on the basis of United Nations Development Programme glossary, it may be defined as a legitimate "occupation or employment enabling someone to provide for his/her basic needs and to be secure that this will continue to be the case in the future".[7] However, the meaning of sustainable livelihood should be much broader than this. In the crime prevention programme and projects it should include[8]:

I.   Civic and school-based education on the development of legitimate sustainable attitudes, and enabling people to participate in the making and implementation of laws that bind all of them and their institutions, including the government itself.

II.   Creation and promotion of centres of moral authority to develop and sustain a culture of lawfulness. For example, religious and other institutions and/or individuals ("significant others") are in a position to identify appropriate types of behaviour and relations between people. One of the best examples of an institution may be the Tajik Drug Control Agency, established by UNODC with donor funding. Created on the basis of the previous State Drug Control Agency of Tajikistan, it now provides a good example of performance that meets international standards and the rule of law.[9] Other individuals who can also play a positive role may include those with past criminal histories, who can act as "significant

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6   In the *Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development, resolution III E*, adopted by the General Assembly (1998), the concept was expressed a follows: "Defining alternative development as a process to prevent and eliminate the illicit cultivation of plants containing narcotic drugs and psychotropic substances through specifically designed rural development measures in the context of sustained national economic growth and sustainable development efforts in countries taking action against drugs, recognizing the particular socio-cultural characteristics of the target communities and groups, within the framework of a comprehensive and permanent solution to the problem of illicit drugs".

7   United Nations Development Programme (1996) *Glossary Georgia Human Development Report 1996: Glossary*, available online at: www.undp.org/rbec/nhdr/1996/georgia/glossary.htm.

8   Godson, Roy (2000) *Guide to developing a culture of lawfulness*, prepared for the Symposium on the Role of Civil Society in Countering Organized Crime: Global Implications of the Palermo, Sicily Renaissance, Palermo, Italy.

9   See, for example: United Nations Economic and Social Council (2004) Report of the Executive Director on international assistance to the States affected by the transit of illicit drugs, E/CN.7/2004/7, prepared for the Commission on Narcotic Drugs, *Forty-seventh session*, Vienna, 15-22 March 2004: paras. 46-47.

others" on the basis of their experience of rehabilitation and change, and can be extremely influential in getting the message of lawfulness across to a wide audience.

III.   The media and popular culture can do much to promote lawfulness based on such positive examples.

By no means do these three additional elements of the concept of sustainable livelihood exhaust its great potential. They only show that indeed there is much to do in developing its potential, drawing also on generic experience from the alternative development programmes involving illicit drug crop substitution. Specific crime prevention technical assistance projects could develop additional sustainable livelihood elements, which would help to improve the overall impact and effectiveness of projects.

Conclusion

The aforementioned UNODC report on alternative development offers some initial conclusions that are relevant to the present paper:

I.   Increased and better-targeted technical assistance is required, including in the area of capacity-building, to enable recipient Governments to deal adequately with matters relating to the coordination of programmes (para. 57); and

II.   Further efforts are required, in particular among countries, international organizations, and other entities with expertise in implementing alternative development programmes, to document, disseminate, and promote the exchange of experience, best practices, and lessons learned (para. 60).

Against these two generic conclusions, the specific one is as follows: the shape of future technical cooperation will largely be determined by changing population trends, which show more and more people living in urban areas with more and more income inequality, both within individual countries, and between developed and developing countries.

Poverty as a main factor driving crime has been and will remain in the world focus, at least up to 2020. One should surely expect that in 2006, at the two global conferences: The Eighth World Conference on Injury Prevention and Safety Promotion (2-5 April, Johannesburg, South Africa), and the UN-HABITAT World Urban Forum III (Vancouver, B.C., Canada, 19-23 June), there will be new inroads made to meet that Millennium Development Goal. In order not to get a rude shock when it arrives, we must face the poverty challenge now.

BIOGRAPHY

Slawomir Redo holds a Master of Law degree (1972), and a Doctor of Law degree (1976), both from the Nicolas Copernicus University of Torun (Poland). Since 1981 he has been working in the Office on Drugs and Crime (ODC), at the United Nations Office in Vienna, Austria. He specializes in criminal justice statistics, implementation of United Nations criminal justice norms and standards in the context of criminal justice reforms, the control and prevention of organized crime, and international judicial assistance. He has also put in solid research work to explode many myths and give a fairly accurate picture of the shape of organized crime in the Central Asian region. He was principally responsible for United Nations surveys of crime trends and operations of criminal justice systems, for projects involving the computerization of criminal justice administration and firearms regulation. In addition to these tasks, Slawomir Redo has been actively involved in the organization and servicing of the Naples World Ministerial Conference on Organized Transnational Crime (1994), and until early 1999, in the preparations for the elaboration of the United Nations Convention against Transnational Organized Crime. He has often been guest lecturer/speaker at many universities and institutes, and has published many articles, co-edited two books. 1999 - 2002 Slawomir Redo served as a United Nations Senior Crime Prevention and Criminal Justice Expert in the Regional Office on Drugs and Crime for Central Asia (Tashkent, Uzbekistan), and is a member of Central Eurasian Studies Society.)

APPENDICES

Workshop 3:

**Strategies and Best Practices for Crime Prevention, in particular in relation to
Urban Crime and Youth at Risk**
Saturday April 23, 2005 - 10:00 - 18:00

10:00 - 13:00   MORNING SESSION THEME: URBAN CRIME

10:00 - 10:30
- Opening of Workshop - Chair - Presentation of Workshop Issues - *ICPC*
- Keynote Address - Minister of Justice & Customs, Australia
- Urban Crime Prevention and Youth at Risk - Challenges to Development and Governance - *UN HABITAT*

10:30 - 11:00
Block I - National strategies to promote and support crime prevention in urban areas
- Urban Safety Policy in Chile: The Comuna Segura Programme - *Chile*
- Local Crime Prevention - *Peru*
- The Prevention of Crime in Belgium: Security and Prevention Contracts - *Belgium*

11:00 - 11:30
Block II - Urban partnerships for crime prevention - challenges and successes
- Local Innovations for Crime Prevention: The Case of Safer Cities Dar es Salaam - *Tanzania*
- The Community Oriented Policing System - *Philippines*
- Public Policies on Safety & the Prevention of Crime: The Experience of the City of Diadema - *Brazil*

11:30 - 12:00
Block III - Crime Prevention and Social Inclusion - responding to the urban challenges
- Urban Regeneration as a Crime Prevention Strategy: The Experience of Warwick Junction - *South Africa*
- Volunteers Against Violence Antananarivo - *Madagascar*

12:00 - 13:00 - DISCUSSION

15:00 - 18:00   AFTERNOON SESSION THEME: YOUTH AT RISK

15:00 - 15:30
Block IV - Integrated and Effective Strategies for Youth at Risk
- Integrated Responses to Youth at Risk: Effective Prevention Programmes - *England and Wales*
- Effective Early Intervention: The Pathways to Prevention Project in Brisbane - *Australia*
- The Draft National Policy on Child Justice Administration - *Nigeria*

15:30 - 16:00
Block V - Inclusive Approaches for Vulnerable Groups of Youth at Risk
- Youth Sexual Exploitation: A Strategic Approach to Trafficking of Youth - *Czech Republic*
- The Growing Involvement of Children and Youth in Organized Armed Violence - *Brazil*
- Support for Urban Youth at Risk: "House for Youth" - *Cambodia & Vietnam*

16:00 - 16:30
Block VI - Better Exchange of Knowledge and Technical Assistance
- The Local Crime Prevention Toolkit - *CSIR & UN HABITAT*
- Urban Crime Prevention and Effective Measures for Training Needs and Technical Assistance - *Japan*
- The Shape of Future Technical Assistance - *UNODC*

16:30 - 17:00
Workshop Recommendations and Closure of Workshop
- Final Discussion of Workshop Recommendations
- Closure of the Workshop

17:00 - 18:00 - DISCUSSION

Paris Expert Group Meeting December 3-4ᵗʰ 2004

List of Participants

Isabella Aboderin (Nigeria)
Elijah Agevi (Kenya)
Vincent del Buono (Nigeria)
Radim Bures (Czech Republic)
Mariano Ciafardini (Argentina)
Zéphirin Émini (Cameroun)
Brendan Finegan (England and Wales)
Dianne Heriot (Australia)
Barbara Holtmann (South Africa)
Sohail Husain (England and Wales)
Mary-Anne Kirvan (Canada)
Steven Lab (USA)
Celia Sanidad-Leones (Philippines)
Marie-Pierre de Liège (France)
Benjamin Naimark-Rowse (USA)
Supawadee Maspong (Thailand)
Michael Sutcliffe (South Africa)
Chris N. Ugwu (Nigeria)
Franz Vanderschueren (Chile)
José Marcelo Zacchi (Brazil)

Laura Petrella (UN-HABITAT)
Soraya Smaoun (UN-HABITAT)
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Kauko Aroma (HEUNI, Finland)
Laura Capobianco (ICPC, Canada)
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