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**CROSS-CUTTING ISSUES**

# Crime prevention assessment tool

Criminal justice  
assessment  
toolkit



UNITED NATIONS OFFICE ON DRUGS AND CRIME (UNODC)  
UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME (UN-HABITAT)

# **Crime Prevention Assessment Tool**

CRIMINAL JUSTICE ASSESSMENT TOOLKIT



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## Preface

The present Crime Prevention Assessment Tool is a joint assessment tool developed by the United Nations Office on Drugs and Crime (UNODC) and the United Nations Human Settlements Programme (UN-HABITAT) to support joint programming at the country level. The Tool is an essential step towards more sustainable and integrated approaches to crime prevention and also an important advance in inter-agency collaboration at the country level.

In the memorandum of understanding signed in 2003, the two agencies recognized the need to develop relevant approaches to address crime prevention also at the local level, in particular in urban contexts, and the potential for joint development of tools in that regard. The present Tool is a first crucial step in developing more integrated and effective responses by the international community to the challenges of crime prevention.

As is pointed out in the various instruments adopted by the United Nations to support crime prevention, locally relevant interventions are crucial in addressing issues of crime in a preventive manner. Urban crime prevention has also received specific attention by the international community. The present assessment tool, which has been developed as part of the Criminal Justice Assessment Toolkit in preparation by UNODC since 2006, addresses crime prevention for the first time from a national, provincial and local/municipal perspective, with a view to providing a tool for overall assessment and the basis for integrated UNODC and UN-HABITAT needs assessment and programme design.

The overall purpose of the Criminal Justice Assessment Toolkit is to aid in the assessment of country needs in the areas of criminal justice and crime prevention so that appropriate and effective technical assistance can be provided.

It is essential that this Tool be used in conjunction with the main Toolkit, which discusses four main justice sectors: policing, access to justice, custodial and non-custodial measures, and cross-cutting issues (criminal justice information, juvenile justice, victims and witnesses, and international cooperation). Cross-references to other tools are indicated in the text in **bold type**, but it is helpful to have an overview of the other components beforehand. In general, because of this multisectoral approach, and in particular when issues in the urban context are addressed, some specific reference to the overall sector components is also required.

Similarly, “sectoral” tools developed by UN-HABITAT, such as the Rapid Urban Sector Profiling for Sustainability, which can be found on the UN-HABITAT website ([www.unhabitat.org](http://www.unhabitat.org)), include a component to integrate crime prevention into more traditional urban development interventions.

In terms of the assessment methodology, it is important to look at the **Introduction** to the **Criminal Justice Assessment Toolkit**, which provides valuable guidance on how assessors should use the guidance information (**Using the tools**) and the

**General guidelines for conducting assessments.** These are based on the experience of many experts in the field. They will be especially helpful for external assessors in clarifying the terms of reference of a mission, preparing background material and learning about the country before travelling, as well as in showing them how to listen and seek answers during the assessment mission and afterwards.

Like all the other parts of the Toolkit, the Crime Prevention Assessment Tool is a dynamic document that will be updated online, and users are invited to provide comments, corrections and suggestions to UNODC at [criminal.justice@unodc.org](mailto:criminal.justice@unodc.org).

## Acknowledgements

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The first draft of the Tool was reviewed at an expert group meeting held in Berlin from 2 to 4 July 2008. UNODC and UN-HABITAT wish to acknowledge the valuable contributions made by the following experts who participated in that meeting: Arturo Alvarado, Kauko Aromaa, Rosemary Barberet, Edson Barroso, Claudio Beato, Otto Boenke, Oscar Bonilla, Elias Carranza, Anthony Harriott, Peter Homel, Arne Kinnunen, Mary Anne Kirvan, Erich Marks, Valerie Sagant, Masamba Sita, Cindy Smith, Elrena Van der Spuy and Johanna Wysluch.

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*“In matters of justice and the rule of law,  
an ounce of prevention is worth significantly more than a pound of cure...  
Prevention is the first imperative of justice.”<sup>1</sup>*

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<sup>1</sup>S/2004/616, para. 4.



# 1. Introduction

The present Crime Prevention Assessment Tool is designed as a full component of the **Criminal Justice Assessment Toolkit**, developed by the United Nations Office on Drugs and Crime (UNODC),<sup>2</sup> in the category of cross-cutting tools.<sup>3</sup> It will be complementary to the forthcoming technical manual to accompany the United Nations **Guidelines for the Prevention of Crime**, adopted by the Economic and Social Council in its resolution 2002/13, and the **guidelines for cooperation and technical assistance in the field of urban crime prevention** (resolution 1995/9).

## 1. Who the assessment tools are for

These assessment tools are designed as dynamic tools to enable United Nations entities, donor organizations and Governments, government officials involved in crime prevention development and other organizations and individuals:

- To undertake an assessment of crime prevention needs
- To identify areas of technical assistance
- To assist agencies to design interventions that incorporate the United Nations standards and norms on crime prevention
- To assist in training on these issues

The **Introduction to the Criminal Justice Assessment Toolkit** provides guidance on how to conduct an assessment and on the use of the Toolkit. The Assessment Tool is not intended to provide an in-depth assessment of country (or city) needs, but an initial assessment based on a set of questions concerning such aspects as existing socio-economic and crime concerns, sources of data, problems and capacities. It provides examples of the kinds of people to talk to and the range of issues to be covered. It also provides a practical guide to key issues and questions for

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<sup>2</sup> See [www.unodc.org/unodc/en/justice-and-prison-reform/Criminal-Justice-Toolkit.html](http://www.unodc.org/unodc/en/justice-and-prison-reform/Criminal-Justice-Toolkit.html).

<sup>3</sup> Current cross-cutting tools relate to **Criminal justice information, Juvenile justice, Victims and witnesses, and International cooperation.**

assessors examining crime prevention needs at the national and local levels. It is not designed as a rigid guide or checklist, but as the basis for developing an initial contextualized assessment that will take into account both specific country conditions and capacities, and the views and experiences of key authorities, actors and individuals, at both the national and the local level.

## 2. Why assess crime prevention needs?

Crime prevention has been defined in the 2002 **Guidelines for the Prevention of Crime** (para. 3) as comprising “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”.

A fuller discussion of the principles guiding crime prevention and how prevention should be undertaken are summarized in section 4 below. This section discusses why it has become important to consider crime prevention and country needs in that area, in addition to their needs for assistance in developing and upgrading their criminal justice system.

In many countries, crime prevention has traditionally been seen as the responsibility of the police or as stemming from the deterrent aspects of the law or repression of offenders. However, as a result of increasing innovation, research and experience throughout the world, it is now recognized that crime has multiple causes and that many other sectors of society can have an impact on crime levels and therefore have a responsibility to act to help prevent crime. The police cannot do so alone.

The **standards and norms on crime prevention** adopted by the United Nations over the past 14 years reflect the knowledge that the factors that cause crime and violence to increase or decline include many different social, economic and environmental factors. As both the 1995 **guidelines for cooperation and technical assistance in the field of urban crime prevention** and the 2002 **Guidelines for the Prevention of Crime** underline, there is a much broader role for government at all levels in establishing proactive rather than reactive strategies for preventing and reducing crime and victimization. Housing, health and job creation, recreation, social services and environmental services can all make a significant difference to crime levels when they work in partnership with the police and justice sector.

More significantly, this is not just a government role, but one that includes communities and civil society organizations, working in partnership with government and public and private institutions. For this reason, this Tool emphasizes the need to understand how security and safety emerge in a specific context and what measures may be taken to support governance, and the involvement of stakeholders and communities in crime prevention.

The evaluation of crime prevention programmes in many countries has also demonstrated that well-planned strategies and programmes can be cost-effective and

“cost-beneficial”.<sup>4</sup> For the money invested, they save considerable expenditure on criminal justice and social service activities and bring other social and economic benefits, such as increased earned income or lower health costs.

The assumption that prevention can somehow be accomplished through the establishment of the rule of law<sup>5</sup> and a viable criminal justice system remains strong in many countries, nevertheless. Having a well-resourced and well-run criminal justice system has been assumed to be the best way not only to build strong democratic institutions, but also to prevent crime. What has become increasingly clear, however, is that this is not necessarily the case. In developed countries such as the United Kingdom of Great Britain and Northern Ireland, for example, over a 10-year period significant increases in penalties, in the numbers of police and in resources for youth justice have resulted in increasing numbers of young people being drawn into the criminal justice system and being charged or placed in custody.<sup>6</sup>

Further, in developing countries, and of particular relevance to this Assessment Tool, it has become clear that development itself will not be achieved without dealing with everyday security and safety issues in a country or city. It is not sufficient to increase the efficiency and capacity of the justice system or to train the police and prison staff. The factors that contribute to crime, such as social exclusion and lack of employment or of access to good health, housing or environmental services, all need to be addressed. A wide range of donor organizations, countries and international bodies now acknowledge that crime affects the quality of life of citizens, destroys social and human capital, discourages investment and undermines democracy.<sup>7</sup>

In this Tool, the view is taken, as promoted by the Guidelines on the Prevention of Crime, that crime prevention is a multisectoral and integrated endeavour, not a “criminal justice issue” alone and that it should be addressed by examining the causal factors and vectors of crime so as to identify appropriate measures. The justice system can be a key point of entry and may in many contexts have key responsibility in crime prevention, but the assessment covers a much wider range of actors and dimensions in order to be able to provide sufficient understanding and guidance for relevant and sustainable action.

<sup>4</sup> See I. Waller and D. Sansfacon, *Investing Wisely in Crime Prevention: International Experiences* (Washington, D.C., Bureau of Justice Assistance, 2000); and R. Homel and A. Morgan, *Evaluating Crime Prevention Pathways for Australia and Asia* (Canberra, ACT, Australian Institute of Criminology, 2008).

<sup>5</sup> The basic constitutional principle requiring government to be conducted according to the law.

<sup>6</sup> E. Solomon and R. Garside, *Ten Years of Criminal Justice under Labour: an Independent Audit* (London, Centre for Crime and Justice Studies, 2008).

<sup>7</sup> See, for example, United Nations Office on Drugs and Crime, *Crime and Development in Africa* (Vienna, UNODC, 2005), *Crime and Development in Central America: Caught in the Crossfire* (United Nations publication, Sales No. B.07.IV.5); and *Maximizing the Effectiveness of the Technical Assistance Provided in the Fields of Crime Prevention and Criminal Justice* (HEUNI Report Series No. 49, 2006); *Crime, Violence and Economic Development in Brazil: Elements for Effective Public Policy* (World Bank Report No. 36525, 2006); and United Nations Human Settlements Programme, *Global Report on Human Settlements 2007: Enhancing Urban Safety and Security* (London, Earthscan, 2007).

### How crime hinders African development<sup>a</sup>

- *Crime destroys Africa's social and human capital:* Crime degrades quality of life and can force skilled workers overseas; victimization, as well as fear of crime, interferes with the development of those who remain. Crime impedes access to possible employment and educational opportunities, and it discourages the accumulation of assets.
- *Crime drives business away from Africa:* Investors see crime in Africa as a sign of social instability, driving up the cost of doing business. Corruption is even more damaging, perhaps the single greatest obstacle to development. Furthermore, tourism, of large and growing importance to Africa, is an industry especially sensitive to crime.
- *Crime undermines the State:* Crime and corruption destroy the relationship of trust between people and the State, undermining democracy. Aside from direct losses of national funds due to corruption, crime can corrode the tax base as the rich bribe tax officials and the poor recede into the shadow economy. Corruption diverts resources into graft-rich public works projects, at a cost to education and health services.

<sup>a</sup> United Nations Office on Drugs and Crime, *Crime and Development in Africa* (Vienna, UNODC, 2005), p. 67.

The need to deal with everyday safety applies also to the achievement of the **Millennium Development Goals**, established in 2000, which aim to reduce poverty, hunger, child mortality and HIV/AIDS and other diseases, and to improve education, gender equality, health and environmental development by 2015 (see the box below). Without everyday safety and security, civilian populations, businesses, employment and productivity are unlikely to flourish.

### Millennium Development Goals<sup>a</sup> to be achieved by 2015

1. *Eradicate extreme poverty and hunger*
  - Target 1. Halve, between 1990 and 2015, the proportion of people whose income is less than US\$1 a day.
  - Target 2. Achieve full and productive employment and decent work for all, including women and young people.
  - Target 3. Halve, between 1990 and 2015, the proportion of people who suffer from hunger.
2. *Achieve universal primary education*
  - Target 1. Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.
3. *Promote gender equality and empower women*
  - Target 1. Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015.

4. *Reduce child mortality*

Target 1. Reduce by two thirds, between 1990 and 2015, the under-five mortality rate.

5. *Improve maternal health*

Target 1. Reduce by three quarters the maternal mortality ratio.

Target 2. Achieve universal access to reproductive health.

6. *Combat HIV/AIDS, malaria and other diseases*

Target 1. Have halted by 2015 and begun to reverse the spread of HIV/AIDS.

Target 2. Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it.

Target 3. Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases

7. *Ensure environmental sustainability*

Target 1. Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.

Target 2. Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss.

Target 3. Halve, by 2015, the proportion of the population without sustainable access to safe drinking water and basic sanitation.

Target 4. By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers.

8. *Develop a global partnership for development*

Target 1. Address the special needs of least developed countries, landlocked countries and small island developing States.

Target 2. Develop further an open, rule-based, predictable, non-discriminatory trading and financial system.

Target 3. Deal comprehensively with developing countries' debt.

Target 4. In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries.

Target 5. In cooperation with the private sector, make available benefits of new technologies, especially information and communications.

<sup>a</sup> The United Nations Millennium Development Goals were adopted by the General Assembly in its resolution 55/2 of 8 September 2000. *The Millennium Development Goals Report 2008* (United Nations publication, Sales No. E.08.I.18) documents progress so far in achieving the goals (see [www.un.org/millenniumgoals](http://www.un.org/millenniumgoals)).

In this way, well-planned and implemented crime prevention strategies can play an important and effective role in reducing crime levels and resources need to be allocated to this sector in parallel with resources and technical assistance to support and modernize the justice sector. The rule of law and a good justice system are not a



sufficient prerequisite. Effective strategies to prevent crime and violence need to be planned and built in at the same time.

### 3. How to undertake a crime prevention assessment

Crime prevention practice is often much less visible than most components of the criminal justice system, such as police services or prisons. It involves a wider range of services and institutions, so assessing country needs is not as straightforward as it may be with other assessments. Each country is also unique in terms of its historical, political, economic and sociocultural context. Some countries may already have established a national crime prevention strategy and an implementation programme of some kind. Federal countries may have national strategies and/or strategies for individual states or provinces. Some local government authorities may also have their own prevention strategies.

Crime prevention strategies that involve a range of institutions and services are not easy to implement and sustain, even in countries that have the benefit of good resources and capacity. In many developing, transitional and, in particular, post-conflict countries, there are likely to be many challenges, including weak criminal justice systems, abuse of power, human rights violations and corruption. Many countries may not have reliable and comprehensive data collection systems and implementation of government strategies or legislation may not be backed by resources.

Nevertheless, there are certain structural features—governance practices, legislation, organizational, data and research capacity, civil society, private sector and media components, as well as information on overall socio-economic and population characteristics, and problems affecting specific groups or areas—which can be used to draw an overall picture of the approach to crime prevention, the existing capacity and the problems crime prevention should be addressing. This in turn will provide an indication of immediate and longer-term country needs for capacity-building and training in crime prevention.

As is stressed in other components of the **Criminal Justice Assessment Toolkit**, it is important to have a broad understanding of the current legal and institutional framework of the country being assessed, as its system of criminal justice and institutional structures and capacity will impinge on prevention possibilities. The Toolkit provides a valuable overview of legal systems and concepts and some of the cross-cutting issues—criminal justice information, juvenile justice, victims and witnesses, and international cooperation—that will impinge on opportunities to develop crime prevention strategies.

The decentralization framework needs to be given some attention as countries have very different decentralization arrangements and division of responsibilities across levels of government, not only across national departments or ministries.



The key players who need to be consulted for the assessment (who may already be involved in some form of strategic crime prevention) will include federal or central government ministries responsible for areas such as justice, the interior or local government. Core responsibility may be delegated to a subsecretariat or a central police authority. Other key players and sources that will need to be consulted include ministries responsible for urban renewal or redevelopment, public health, education, employment, social affairs, women's affairs, youth and family services, and the justice system. Provincial authorities, where they exist, and local authorities (urban and rural) also need to be consulted, as well as civil society organizations, the business sector and donor organizations.

To assess the immediate, short-, medium-, and long-term needs and priorities of a country, the basic questions asked in this Assessment Tool will include:

- Where are responsibilities for crime prevention located?
- What stage has the country reached in developing its prevention capacity?
- What exists already in terms of components of a strategic approach, e.g. laws, policies, departmental responsibility, funding, programmes, training and monitoring systems?
- What are the major crime concerns the country has or wishes to tackle?
- What are the main vulnerable populations at greatest risk of lapsing into crime or becoming the subject of victimization?
- What are the main areas of concentration of crime problems (rural, urban etc.)?
- What are the main urban concerns affecting the incidence of crime?
- What are the main rural concerns affecting the incidence of crime?
- What capacity exists to develop and sustain strategic crime prevention?
- What exists in terms of recent or current technical assistance?

In line with the other sections of the Toolkit, and drawing on the principles and approach recommended in the Guidelines for the Prevention of Crime, the Assessment Tool outlines a series of 10 overall areas of investigation:

- Country overview information, including data sources and legal frameworks
- Existing national prevention frameworks and capacities
- State of provincial strategies and capacity
- Local strategies and capacity
- Research and knowledge base
- Partnerships and coordination capacity
- Sustainability, monitoring and evaluation
- Specific crime concerns and issues
- Specific vulnerable groups
- Management and coordination

In each area a series of questions is provided to guide the assessment process, not all of which may be appropriate in every country. It is recognized that it may be difficult to answer a number of these questions.

A list of key resources, documents and institutions and organizations that can help to provide relevant information in relation to the questions suggested for each area is given in annex I.

An assessor's checklist, summarizing crime prevention needs and capacity and information sources, is included in annex II, but, as stressed above, this is for guidance rather than being a definitive and exhaustive list.

As indicated in the Preface to this Assessment Tool, it is essential that it be used in conjunction with the main **Criminal Justice Assessment Toolkit** and its **four main sections**:

- **Policing.** Public safety and police service delivery; the integrity and accountability of the police; crime investigation; and police information and intelligence systems
- **Access to justice.** The courts; the independence, impartiality and integrity of the judiciary; the prosecution service; and legal defence and legal aid
- **Custodial and non-custodial measures.** The prison system; detention prior to adjudication; alternatives to incarceration; and social reintegration
- **Cross-cutting issues.** Criminal justice information; juvenile justice; victims and witnesses; and international cooperation.

Cross-references to these tools are indicated in the text, but it will be helpful to have an overview of the other components beforehand.

Finally, it is important to read the **Introduction** to the **Toolkit**, which provides valuable guidance on how assessors should use the guidance information, especially pages 4-8, **Using the tools** and **General guidelines for conducting assessments**.

These are based on the experience of many experts in the field. They will be especially helpful for external assessors in clarifying the terms of reference of a mission, preparing background material and learning about the country and its political background before starting the field work. This also includes clarifying what level of effort is required, what resources are available for the assessment, how long the assessment exercise is to be and whether there will be a national and/or local team to provide support to an external mission or, if not, whether the assessment will be conducted by a national or international team or a combination of the two.

These general guidelines also provide some guidance on how to listen and seek answers and corroborate information during an assessment mission. During the mission, for example, it may be useful to use a range of research tools, such as document study, interviews, focus groups, questionnaires or surveys and site visits, to collect

information. The guidelines also stress that assessment missions should be seen as the first step in a collaborative working relationship to build capacity: they are not inspections and should not be conducted as such.

Given the complexity of the issues examined when dealing with crime prevention, it is often advisable to design the assessment mission in close collaboration with local counterparts at different levels who will be able to assist in mobilizing stakeholders and motivating them to work with the mission. This should also be considered in view of managing the expectations a mission of this nature may raise in terms of forthcoming assistance and technical cooperation.

Finally, given the approach to crime prevention adopted by this Tool and the general presence of misunderstanding concerning the concept of crime prevention itself beyond law enforcement, it is very important for the assessment mission to take time to introduce the concepts being used and the approach adopted by the mission. This will assist in soliciting relevant inputs from local counterparts and in some cases also in stimulating local debate on the diversity of approaches and roles.

The **Introduction** also contains guidance on what to do after the mission and what the assessors' report should contain and aim to convey. This includes determining priorities and areas for technical assistance in terms of immediate action (high-impact/low-cost action etc.); short-term action (visible action, urgency, building consensus); medium-term (further research and strategic planning, public awareness-raising, building coalitions); and long-term (law and penal reform, major policy changes, long-term planning and costing).

## 4. Norms and standards guiding crime prevention<sup>8</sup>

The norms and standards on crime prevention adopted by the Economic and Social Council in 1995 and 2002 set out the principles on which crime prevention should be based, what it entails, who should be involved and the methodology of working.

The norms emphasize that because crime has multiple causes, a coordinated and multisectoral approach is necessary and that government authorities at all levels have an important role to play. The national Government (and provincial authorities) have a major role in setting standards and initiating and facilitating action. Local government authorities have a major role in developing and tailoring programmes to local circumstances, since crime is experienced at the local and the neighbourhood level and many of the causes can be tackled locally.

Prevention strategies need to be balanced and targeted to causal factors. A wide array of approaches can be used, ranging from environmental and situational interventions,

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<sup>8</sup> Both sets of guidelines can be found in United Nations Office on Drugs and Crime, *Compendium of United Nations Standards and Norms in Crime Prevention and Criminal Justice* (United Nations, New York, 2006), part three (available at [www.unodc.org/pdf/compendium/compendium\\_2006\\_part\\_03\\_01.pdf](http://www.unodc.org/pdf/compendium/compendium_2006_part_03_01.pdf)).

which reduce opportunities for crime; educational and social interventions, which promote well-being and work to build the resilience of families, children and young people to resist involvement in crime or victimization; community-based approaches, which help to build local capacity and social cohesion; to social reintegration approaches, which aim to prevent recidivism.

The methodology involves working across government departments and services and in partnership with civil society, with careful diagnosis of problems, developing and implementing an action plan and monitoring and evaluating outcomes in order to adjust programmes and policies. There is a strong emphasis in the guidelines on using valid evidence as the basis for action and programmes and on building in evaluation.

Fundamental to the development of crime prevention strategies is the existence of the rule of law, recognition of the human rights of individuals and the use of policies that are inclusive of all sectors and groups in society.

#### Six United Nations guiding principles of crime prevention<sup>9</sup>

1. The principle of the rule of law.
2. The principle of socio-economic inclusion.
3. The principle of community-centred action.
4. The principle of partnership.
5. The principle of sustainability and accountability.
6. The principle of evidence-based practice.

<sup>9</sup>Drawing on the 1995 and 2002 guidelines, S. Redo, "Six United Nations guiding principles to make crime prevention work", M. Coester and E. Marks, *International Perspectives of Crime Prevention* (Mönchengladbach, Forum Verlag Godesburg, 2008).

Many guides and tools based on the United Nations guidelines have been produced, providing examples both of strategic crime prevention policies and programmes at the national or local level and of effective projects and initiatives.<sup>9</sup> Similarly, many research reports on the risk factors that facilitate crime and victimization have been published internationally. These show that while there will always be particular country and local factors that facilitate crime, there are also many similarities.<sup>10</sup> Individual

<sup>9</sup>See, for example, International Centre for the Prevention of Crime, *The Role of Local Government in Community Safety* (Crime Prevention Series No. 2); United Nations Human Settlements Programme, *Safer Cities Toolkit* (Nairobi, UN-HABITAT, 2007); and International Centre for the Prevention of Crime, *International Report on Crime Prevention and Community Safety: Trends and Perspectives* (Montreal, Canada, ICPC, 2008) and *International Compendium of Crime Prevention Practices to Inspire Action across the World* (Montreal, Canada, ICPC, 2008).

<sup>10</sup>See, for example, J. Van Dijk, *The World of Crime: Breaking the Silence on Problems of Security, Justice and Development across the World* (Thousand Oaks, California, Sage, 2007); R. Homel, "Developmental crime prevention", N. Tilley, *Handbook on Crime Prevention and Community Safety* (Cullumpton, Devon, United Kingdom, Willan, 2005); and *Handbook on Planning and Action for Prevention in Southern Africa and the Caribbean Regions* (United Nations publication, Sales No. E.09.IV.1).

and family factors, exposure to violence, poor housing, environment, schooling and community conditions, and inequality are all risk factors for crime and victimization, often exacerbated by the presence of drugs and guns, as well as the lack of social reintegration opportunities for former offenders.

The sections below outline the main frameworks of the United Nations guidelines adopted in 1995 and those adopted in 2002, which were intended to update and complete the 1995 recommendations.

The 1995 **guidelines for cooperation and technical assistance in the field of urban crime prevention** argue (para. 2) that urban crime is characterized by a multiplicity of factors and forms, which require a multi-agency approach and a coordinated response at the local level.

They set out two basic principles for tackling urban crime:

- (a) A **local approach to problems**, including the use of:
  - (i) A local diagnostic survey or safety audit of crime problems;
  - (ii) Identifying relevant local actors who should be involved;
  - (iii) Setting up local consultation mechanisms;
  - (iv) Developing possible solutions to respond to the local problems identified;
  
- (b) An **integrated crime prevention action plan**, which should:
  - (i) Define the type and nature of crime problems and their causes;
  - (ii) Set out the objectives to be achieved within a given time;
  - (iii) Describe the action envisaged and who should be responsible for implementing the plan;
  - (iv) Consider all the actors to be involved in addition to the justice sector, from elected officials, social workers, education, housing and health, and community organizations, to the economic sector, transport, business and the media;
  - (v) Consider the relevance of crime prevention for each of these sectors;
  - (vi) Consider primary prevention action and the prevention of recidivism and protection of victims.

In implementing the action plan, central government authorities are urged to provide active support, training, assistance and encouragement to local actors, to adapt national policy and strategies to local needs, and to organize consultation and cooperation mechanisms at the central level. Authorities at all levels are urged to respect human rights and to provide training and support, and the means to evaluate and revise the strategy implemented.

The 2002 Guidelines for the Prevention of Crime build on the 1995 guidelines. They recognize the long-term cost-benefits from well-planned crime prevention strategies (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. Effective, responsible crime prevention enhances the quality of life of all citizens ... Crime prevention offers opportunities for a humane and more cost-effective approach to the problems of crime.”

The conceptual frame of reference defines “crime prevention” (para. 3) as comprising “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”.

*Community involvement*—defined as the involvement of civil society at the local level—and *cooperation/partnerships* are important elements.

The 2002 Guidelines also spell out the range of approaches to crime prevention that have been developed. These are derived from the different theoretical bases of types of prevention practice, which have been supported by extensive research and evaluation over the past 20 years or more:

“Prevention encompasses a wide range of approaches, including social development, community integration, urban renewal and situational prevention, and reintegration.”

- Social development and community approaches target the most vulnerable groups and populations and promote protective factors through, for instance, education, health, job skills and job creation, housing and family and child support programmes; actions to redress marginalization and exclusion and to strengthen community capacity; promoting positive conflict resolution; and educational and public awareness strategies to foster tolerance and a culture of lawfulness.
- Situational approaches aim to reduce opportunities for crime and victimization through improved urban renewal and environmental design, for example, of housing, public spaces and recreation, and roads; appropriate surveillance in parallel with respect for privacy; the design of consumer goods to minimize crime; and strengthening the ability of the built environment, such as housing, to resist crime.<sup>11</sup>
- Social reintegration can be understood as the support given to offenders during re-entry into society following detention. A broader definition, however, encompasses the period starting from prosecution to release and post-release support. Social reintegration measures aim at reducing rates of recidivism and

<sup>11</sup> B. van Bronkhorst, *A Resource Guide for Municipalities: Community Based Crime and Violence Prevention in Urban Latin America* (Washington, D.C., World Bank, 2003), pp. 39-40.



may include imposing alternative sentences instead of detention, assisting with the moral, vocational and educational development of the detained individual and social, psychological and other support provided to former detainees after release.<sup>12</sup>

The Guidelines also urge Governments and civil society to address the impacts of organized crime at the local level, including through legislative and administrative measures, and strategies to protect the most vulnerable groups, especially women and children, from trafficking in persons, for example.

The 2002 Guidelines outline eight basic principles on which crime prevention action should be based:

- **Government leadership** at all levels to create and maintain an institutional framework for effective crime prevention.
- **Socio-economic development and inclusion:** integration of crime prevention into relevant social and economic policies, focus on integration of at-risk communities, children, families and youth.
- **Cooperation and partnerships** between government organizations, civil society, the business sector and so on.
- **Sustainability and accountability:** adequate funding to establish and sustain programmes and evaluation, and clear accountability for funding.
- **Knowledge base:** strategies, policies and programmes to be based on a broad, multidisciplinary foundation of knowledge and evidence about crime problems, their causes and proven practices.
- **Human rights/rule of law/culture of lawfulness:** respect for the rule of law and human rights, and promotion of a culture of lawfulness.
- **Interdependency:** account to be taken of links between national and local crime problems and international organized crime.
- **Differentiation:** strategies to respect the different needs of men and women, boys and girls and vulnerable members of society.

To assess the use and implementation of the 2002 Guidelines, a questionnaire, designed in accordance with Economic and Social Council resolutions 2004/28 and 2006/20 on the use and application of United Nations standards and norms related primarily to the prevention of crime, was submitted to all Member States in August 2006 and a report on the findings was submitted to the Commission on Crime Prevention and Criminal Justice at its sixteenth session, in April 2007 (E/CN.15/2007/11). A total of 42 Member States replied in the time frame allotted and it may be useful to refer to relevant country responses in the report before beginning an assessment. The report addresses four main issues:

- Structuring crime prevention at the government level
- Crime prevention approaches

<sup>12</sup> See also **Custodial and non-custodial measures** in the Criminal Justice Assessment Toolkit, in particular **Alternatives to imprisonment and social reintegration**.

- Implementation issues
- International cooperation, networking and technical assistance

The 2002 Guidelines are not the only normative guidelines for community-based crime prevention. The **Guiding Principles for Crime Prevention and Criminal Justice in the Context of Development and a New International Economic Order**<sup>13</sup> also urged (para. 28) that community participation in all phases of crime prevention and criminal justice should be promoted and strengthened.

The prevention of crime and violence is also addressed in the Habitat Agenda Goals and principles, Commitments and the Global Plan of Action,<sup>14</sup> which recognizes crime prevention as a key to sustainable human settlements. The Habitat Agenda also provides some guidance to member States and stakeholders from the perspective of sustainable urban development and human settlements management, in particular (para. 123):

“To prevent, reduce and eliminate violence and crime, Governments at the appropriate levels, including local authorities, in partnership with all interested parties, should:

“(a) Design, create and maintain liveable human settlements that encourage the use of public spaces as centres of community life so that they do not become places for criminal activity;

“(b) Promote awareness and provide education in an effort to mitigate crime and violence and strengthen society;

“(c) Promote crime prevention through social development by finding ways to help communities deal with underlying factors that undermine community safety and result in crime by addressing such critical problems as poverty, inequality, family stress, unemployment, absence of educational and vocational opportunities, and lack of health care, including mental health services;

“(d) Encourage youth and children, in particular street children, to become interested parties in their own future and in their community’s future through education, recreation, and job training and counselling that can attract private-sector investment and support from non-profit organizations;

“(e) Enhance women’s safety in communities through the promotion of a gender perspective in crime prevention policies and programmes by increasing in those responsible for implementing those policies the knowledge and understanding of the causes, consequences and mechanisms of violence against women;

“(f) Establish programmes designed to improve the skills of local leadership in group facilitation, conflict resolution and intervention;

<sup>13</sup> *Seventh United Nations Congress on the Prevention of Crime and the Treatment of Offenders, Milan, 26 August-6 September 1985: report prepared by the Secretariat* (United Nations publication, Sales No. E.86.IV.1), chap. 1, sect. B, annex.

<sup>14</sup> [www.unhabitat.org](http://www.unhabitat.org).



“(g) As appropriate, promote personal security and reduce fear by improving police services, making them more accountable to the communities they serve, and by encouraging and facilitating, whenever appropriate, the formation of lawful community-based crime prevention measures and systems;

“(h) Provide accessible, affordable, impartial, prompt and humane local systems of justice by, inter alia, facilitating and strengthening, where appropriate, existing traditional institutions and procedures for the resolution of disputes and conflicts;

“(i) Encourage the establishment of programmes and projects based on voluntary participation, especially of children, youth and older persons, to prevent violence, including violence in the home, and crime;

“(j) Take concerted and urgent action to dismantle international and national sex trafficking networks.”





## 2. Overview

Please refer to **Cross-cutting issues: Criminal justice information and Juvenile justice**, and to **Public safety and police service delivery** in the **Criminal Justice Assessment Toolkit** for guidance on gathering key criminal justice statistical data and to help provide an overview of the situation in the country being assessed and the information available. The availability of statistics will vary, as will their reliability and integrity, and it is important to validate figures against other data sources, such as non-governmental organizations (NGOs) and international bodies.

### 1. Statistical background data

Some of the main risk factors for crime and victimization relate to population densities and income disparities. Rapid population growth in urban areas, immigration and migration from rural areas can become risk factors if infrastructure capacity and social and economic development cannot match that growth. Disputes over scarce resources can accelerate friction. Answers to the questions below will help to provide a broad overview of the country situation.

The **Human Development Index**<sup>15</sup> and the **Gini coefficient**<sup>16</sup> are two measures that can be used in this connection. The Gini coefficient measures economic equality or inequality. The Human Development Index helps to provide an assessment of the relative levels of well-being and development in a country, based on measures of life expectancy, literacy, education and living standards.

- What is the population size? What is the rate of growth?
- What is the demographic profile (age, gender)?
- What are the main ethnic/linguistic breakdowns?

<sup>15</sup> See [www.hdr.undp.org](http://www.hdr.undp.org) for information on the Human Development Index and country rankings.

<sup>16</sup> The World Bank's Gini coefficient of inequality is the most commonly used measure of inequality in a country or region or population group, taking account of disparities in income. For more information and country rankings, see [www.worldbank.org](http://www.worldbank.org).

- What proportion of the population is urban/rural? Density?
- Is there significant immigration, rural/urban migration or emigration?
- What is the Gini coefficient (measuring inequality)?
- Is the country in a post-conflict, developing or transitional situation?
- Does there appear to be a high level of corruption at the government and institutional levels (e.g. politicians, justice system or police)? How does the country rate on the international index of corruption<sup>17</sup> and assessments by international organizations?
- What is the infrastructure capacity (e.g. housing, slums, environment, roads, transport, sewage and water)?
- What are the employment levels? Is there long-term/intergenerational unemployment? Are unemployment rates high for young people?
- Is primary and secondary schooling available for all? Is schooling free?
- Are there any estimates of the numbers of working children?
- Are statistical data available on trafficking in persons (provided by public authorities)?
- What are the enrolment levels for primary and secondary schools (disaggregated by sex)?
- What is the drop-out rate from schools (disaggregated by sex)?
- Is there equitable access to recreational spaces, programmes and facilities?
- Are health-care services widely available and accessible?
- Is there a developed and accessible social services system? Is there a social protection scheme for families at risk?
- Are there slums or areas with deprived living conditions?<sup>18</sup>

## 2. Data sources and crime prevention performance indicators

Traditionally, countries have relied on police statistics of reported and recorded offences to assess changes in rates of offending over time. Since many offences are not reported to the police, victimization surveys, which ask people about the crimes they have experienced, are increasingly used to assess levels of offending and to track trends. Surveys of fear of crime, which are usually included in victimization surveys, are also important ways of assessing levels of insecurity (not necessarily related to actual crime levels) among different populations and communities. The International Crime Victims Survey and the International Violence Against Women Survey provide

<sup>17</sup> Transparency International ([www.transparency.org](http://www.transparency.org)).

<sup>18</sup> For definitions and statistical data, see United Nations Human Settlements Programme, *Slums of the World: the Face of Urban Poverty in the New Millennium?* (Nairobi, UN-HABITAT, 2003), as well as subsequent editions of the *State of the World's Cities Report* (for 2004-2005, 2006-2007 and 2008-2009) (London, Earthscan, 2004, 2006 and 2008).

comparative information for a number of countries.<sup>19</sup> Participatory methods such as women's safety audits are another way of collecting information about local victimization and insecurity.<sup>20</sup> To help assess crime prevention problems, as well as the performance of projects, it is also important for data to be disaggregated in terms of gender, age and ethnic and other minority groups.

The availability of statistical data on crime and victimization will vary greatly, as will their reliability and integrity. Where possible, statistics from government agencies should be validated against data from other sources such as NGOs or international bodies. In addition to national data, provincial or local authorities may also collect relevant statistics.

Please also refer to **Cross-cutting issues: Victims and witnesses** in the **Criminal Justice Assessment Toolkit**.

Does the national Government have/use information about:

- Numbers of crimes reported to the police?
- Victim incidents reported in victimization surveys?
- Reported levels of fear and insecurity in public surveys?
- Technical information systems such as geographical information systems (GIS)?
- Does it have access to a regional or national observatory or monitoring centre on crime and social problems?
- Do any provincial or municipal authorities collect/use additional information about:
  - Reported crimes, victimization levels or insecurity?
  - Do any of them use technical information systems such as GIS?
  - Do they have access to an observatory or monitoring centre on crime and social problems?
- Is information disaggregated and available/accessible at different scales/territorial units?
- Is the information analysed, communicated and used?

Other information that can be used relates to the incidence of crime and violence in particular sectors, or among specific populations, such as domestic and sexual violence, or residential burglary. Changes in their incidence can be used as indicators of crime prevention performance. Alternative information on the incidence of violence comes from sources such as the records of injuries or incidents of hospital or social protection services.

<sup>19</sup> See J. Van Dijk, *The World of Crime ...*, op. cit.

<sup>20</sup> Women in Cities International, *Women's Safety Audits: What Works and Where?* (Nairobi, UN-HABITAT, 2008).

Are any of the following data available at the national, provincial or city level?

- Hospital records of injuries and deaths
- Incidence of racial or hate crimes
- Incidence of crimes against indigenous populations
- Incidence of residential burglary
- Incidence of domestic violence
- Incidence of child abuse
- Incidence of street violence against women and girls
- Incidence of sexual exploitation of women and girls and trafficking in persons
- School-based incidents/insecurity
- Workplace incidents/insecurity
- Household/residential incidents/insecurity
- Public transport incidents/insecurity
- Public space incidents/insecurity (parks, urban centres, etc.)
- Business and commercial districts; nightclub and entertainment districts, etc.
- Are data generally disaggregated in terms of race, gender and/or age?
- Are data disaggregated in terms of spatial and/or administrative units?

### 3. Legal and regulatory framework

Crime prevention policy may be enacted without specific legislation. However, it often requires a specific impetus such as the launch of a national strategy or an overarching policy to provide guidance to public officials.

In some cases, legislative amendments may be enacted to create specific programmes, for instance, to allocate resources to programmes, or may require prevention programmes to be integrated into youth justice, childcare systems, prison and release systems, and victim or family violence strategies. In some countries, such as Colombia, certain powers and resources have been devolved to municipal authorities, giving them greater flexibility to develop city strategies.

It will not be easy for the assessor to identify such legislation, especially in post-conflict countries, and it may be useful to consult internal or external legal or advocacy groups or donor studies and reports.

Please refer also to **Criminal justice information** and the **annex on Comparative legal systems** in the **Criminal Justice Assessment Toolkit**.

- Has the country enacted any legislation or policy on crime prevention?
- Are there any departmental guidelines on crime prevention?
- Has the country enacted any legislation to protect the rights of specific groups, such as victims of:
  - Human trafficking?
  - Family violence?
  - Sexual abuse?
  - Child abuse?
- Have there been any recent reviews of compliance with the Guidelines on the Prevention of Crime?
- Is there any devolution of powers to lower levels of government?
- Who are the primary stakeholders concerned with crime prevention?







### 3. National crime prevention framework and capacity

#### 1. National strategy

The United Nations Guidelines recommend the establishment of a national crime prevention strategy. A number of countries have developed such strategies over the past 20 years.<sup>21</sup> Core responsibility for crime prevention may be located within a particular ministry, for example, justice, the interior, public security or policing. Additional responsibilities may be allocated to other ministries, such as those responsible for local government, urban development or renewal, youth issues, victim policies or violence against women.

Monitoring and evaluation of strategies and programmes should be an integral part of such initiatives so as to assess how far they are achieving the intended objectives, to aid in the readjustment of programmes where necessary and to assess costs and benefits.

The following questions seek to identify whether such a strategy exists and what its scope is, or, alternatively, what the concept of the government authorities of crime prevention is:

- What is the role of the national Government in crime prevention?
- Is there a proactive national crime prevention strategy? How does it define “crime prevention” in terms of core functions and responsibilities? Has it been updated recently?
- Is the national strategy based on any analysis of crime problems (trends, causes, types, location and impact of crime)?
- How is it linked to sectoral policies and strategies?<sup>22</sup>
- Does the strategy address crime problems in both urban and rural areas?

<sup>21</sup> See International Centre for the Prevention of Crime, *International Report on Crime Prevention and Community Safety ...*, op. cit.

<sup>22</sup> In the context of developing countries, poverty reduction strategy papers and United Nations common country assessments should also be reviewed where relevant.

- Does the strategy address prevention of the crime of human trafficking, including educational, social and economic measures?
- Which crime prevention approach(es) does the strategy encompass: social development, community-based, situational and/or social reintegration of offenders?
- Does it include achievable objectives and indicators against which progress can be assessed?
- Does it provide guidance for implementation of strategies at the provincial and/or local levels?
- Does it provide guidance on the involvement of local communities? What are the mechanisms to ensure the inclusion and consultation of non-state actors?
- What are the Government's crime prevention priorities? Is there an action plan? If so, does it assign responsibility and time limits, resource plans and budget? Are there any targets set for implementation?
- Has any evaluation of the overall strategy been conducted or established? Is there regular monitoring and evaluation of implementation of national strategies?
- How likely are the Government's crime prevention policies to be sustained over the medium or long term, for example, with a renewed government mandate, change of minister or a new Government?
- If there is no strategy, how is crime prevention defined at the national level? Who has primary responsibility for safety and security issues?
- Are there any initiatives dealing with prevention of crime from any of the national-level actors? Are there pilot projects?
- Are there social programmes that have crime prevention components and/or crime prevention objectives?
- Is there a national plan for the prevention of children's involvement in crime? For the prevention of youth violence and crime? For the prevention of violence against women?
- Are there crime prevention objectives reflected in other sectoral programmes or strategies?
- Is the private sector involved in crime prevention strategies at national level?

## 2. National infrastructure

“Governments should include prevention as a permanent part of their structures and programmes for controlling crime, ensuring that clear responsibilities exist within government for the organization of crime prevention.”

The United Nations Guidelines urge Governments to include prevention as a permanent part of their structures and programmes for controlling crime and to establish a central authority or department with responsibility for implementing and

coordinating action plans (para. 17). As suggested above, core responsibility may be centralized in one ministry or shared between a range of ministries.

A specific role for the police in crime prevention is also important. In post-conflict and other settings, police authorities and organizations may still be centralized rather than decentralized, and policing styles militaristic and confrontational, with little citizen trust in the police. Moving towards a less centralized model, using a problem-solving approach, involving local communities and working to gain their trust will all increase the ability of the police to prevent rather than repress crime.

Various forms of problem-oriented, local and community policing have emerged in recent years as an effective approach that facilitates partnerships with the community, helps to improve relationships with them and promotes a proactive problem-solving approach to local crime problems. It requires policing structures to be more consultative and less hierarchical than traditional policing approaches. Where community policing arrangements are well developed, individual patrol areas or beats are allocated to a particular officer as the focal point for that area and to support crime prevention activities with other local services and the community.

Please refer to **Public safety and police service delivery** and **The integrity and accountability of the police** in the **Criminal Justice Assessment Toolkit** for further information on policing.

The following questions seek to identify core national responsibilities for crime prevention and any policing role in prevention and among other key sectors:

- Which ministry or ministries have responsibility for crime prevention and/or safety and security?
- Is there a central body or department in charge of implementing national crime prevention programmes or coordinating the work of central/provincial/local government?
- Does the ministry or central body work across government with other government ministries or agencies (e.g. health, housing, the environment, education, women's affairs, etc.)?
- What is the role of the police in prevention? Is it proactive or reactive? Is there a community or local policing strategy?
- Who has responsibility for policing at the local level? Do the police foster partnerships with the community at the local level? What style of policing is used? Do citizens generally trust the police?
- If community police forces exist, how are they structured? Do they include specialized service divisions (e.g. human trafficking, domestic violence, child abuse, youth violence and/or drug abuse)?

- What is the proportion of women police officers?
- Do transit police or customs and border police have a specific role in crime prevention?
- Does the private security sector have a major role?
- Is there a specific ministry responsible for rehabilitation programmes in prison settings, post-sentence or post-custody rehabilitation and prevention programmes?
- Are there any mechanisms for sustaining prevention programmes beyond the life of a specific Government or minister (e.g. funding streams and resource allocation, long-term strategic plans and/or city contracting systems)?
- Have any of these policies or strategies been evaluated? Have outcomes and impact been measured?<sup>23</sup>
- Are there any national-level non-governmental or civil society organizations that play a major role or are concerned with crime prevention?
- What is the perception of the police by the communities and other stakeholders in terms of effectiveness, respect for human rights and possibilities of collaboration?

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<sup>23</sup> Monitoring and evaluating action plan implementation involves looking at inputs (resources) and activities against the outputs (results), outcomes (expected or unexpected), impact, overall objectives and sustainability.



## 4. Regional/state/provincial crime prevention strategies and capacity

In federal countries, states or provinces may have some authority for crime prevention and safety issues. In non-federal countries, provincial/regional entities may also have some authority over crime prevention and safety issues. States within a country may vary in their capacity and involvement.

As with national strategies, monitoring and evaluation are also essential in assessing how far provincial programmes are achieving their intended objectives and in aiding readjustment of programmes, where necessary, and in assessing costs and benefits:

- Do any states/provinces have a crime prevention policy or strategy? How do these bodies define crime prevention in terms of core functions and responsibilities? Have they been updated recently?
- Which crime prevention approach(es) does the policy/strategy follow: social development, community-based, situational and/or social reintegration of offenders?
- How are they funded and supported?
- Who are the key actors with responsibility for the strategy and its implementation and evaluation?
- What are the Government's crime prevention priorities? Are there any targets set for implementation?
- If there is no policy, what is their conception of crime prevention?
- Have any of these policies or strategies been evaluated? Have outcomes and impact been measured? Is there regular monitoring and evaluation of provincial strategies?
- Are there any mechanisms for sustaining prevention programmes beyond the life of a specific Government or minister (e.g. funding streams and resource allocation, long-term strategic plans and/or city contracting systems)?
- Are there any provincial-level non-governmental or civil society organizations that play a major role or are concerned with crime prevention? Is the private sector playing a role?





## 5. Local crime prevention strategies and capacity

The United Nations Guidelines recommend action at the local level; some cities or urban areas may have initiated their own crime prevention strategies and responsibilities. The city of Dar es Salaam, for example, has a permanent Safer Cities structure and coordinator, while Bogota has developed its very effective prevention strategy over a number of years and published its long-term strategic plan, the *Libro Blanco*, in 2008.<sup>24</sup>

As with national and provincial-level strategies, local prevention strategies and programmes need to be monitored and evaluated to assess the extent to which they are reaching the targeted groups of neighbourhoods and achieving their intended objectives, and to aid readjustment of programmes where necessary.

The following questions seek to assess the extent, strengths and/or limitations of local crime prevention strategies:

- Do any cities have a crime prevention policy or strategy? Have they been implemented partially or fully?
- How do local authorities define crime prevention in terms of core functions and responsibilities? Have these been updated recently?
- Does a local diagnosis and consultative mechanism exist? Who is involved?
- Which crime prevention approach(es) does the policy/strategy follow: social development, community-based, situational and/or social reintegration of offenders?
- How are they funded and supported?
- What kinds of coordination mechanisms do they use?
- Who are the key actors with responsibility for the strategy and its implementation and evaluation?

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<sup>24</sup> A. Mtani, "Local innovations for crime prevention. The case for safer cities: Dar es Salaam", M. Shaw and K. Travers, *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 United Nations Congress on Crime Prevention and Criminal Justice, Bangkok, 18-25 April 2005* (Montreal, Canada, ICPC, 2005); and *Libro Blanco para la Seguridad Ciudadana* (White paper for city safety) (Bogota, City of Bogota, 2008).



- What are the local government crime prevention priorities? Are there any targets set for implementation?
- If there is no policy, how is crime prevention defined at the local level?
- Are there crime prevention outcomes set explicitly within sectoral policies or service delivery?
- Who has responsibility for policing at the local level? Are there any municipal police forces, municipal guards or auxiliary police?
- Do the police foster partnerships with the community at the local level? What style of policing is used? Do citizens generally trust the police?
- Is much use made of private policing or private security services?
- Are there law enforcement and justice functions within the municipal functions (administrative courts, for instance, or enforcement of by-laws etc.)?
- Have any of these policies or strategies been evaluated? Have outcomes and impact been measured? Is there regular monitoring and evaluation of local strategies?
- Have there been any reductions in crime, victimization and insecurity?
- Are there any mechanisms for sustaining prevention programmes beyond the life of a specific city mayor and administration (e.g. funding streams and resource allocation, a long-term strategic plan and/or a city contracting system)?
- Are there any local non-government or civil society organizations, including child or youth participation groups, that play a major role or are concerned with crime prevention? Is the private sector involved or interested in crime prevention?
- Are there conflicts or differences between national and local approaches?

Many of the questions for other levels of government should also be asked of the local level actors and authorities, depending on the level of decentralization in each context. Data also need to be collected specifically to provide background information on the city's profile (socio-economic and environmental information), in particular if there is a concentration of crime problems in urban areas. It may be difficult to collect information directly in many urban centres in the context of one assessment mission, even if relevant. However, one or two cities should be included with a sufficient level of detail to gain a complete picture of issues and needs at the local level.

Given the complexity of the situation in some of the metropolises where crime prevention is a high priority, it is advisable to allow sufficient time to assess urban dimensions and specialized competences.





## 6. Research and knowledge base

Crime prevention strategies at the national, provincial and local levels all need to be built on the basis of reliable information and evidence about crime problems and their causes, as well as using good practice interventions to target those causal factors. They need to be evidence based.

Measuring the effectiveness of crime prevention activities in terms of changes in police-recorded offences, household victimization surveys or public opinion surveys will provide important information, but is not sufficient. Many other sources of information, such as health and employment services, family and social services, schools and housing departments, can assist in the analysis of the impact of intervention programmes, as well as participatory methods, which can provide assessments by particular populations or communities.

The existence of both reliable baseline data and research and also of information on good crime prevention practices is important in developing and adapting relevant programmes that target causal factors. Such data are equally important for the monitoring and evaluation of activities undertaken. Government authorities at all levels, and police services and NGOs, often work with universities or research and training centres to assist them in developing data, measuring performance and evaluating the impact of programmes.

For example, the Centre for Crime and Public Safety Studies at the Federal University of Minas Gerais, Brazil, has developed the use of GIS to assess the geography of crime problems. It has also worked closely with the state of Minas Gerais and the city of Belo Horizonte in developing and evaluating the impact of an action-research project, *Fica Vivo*.<sup>25</sup> Similarly, the Centre for Scientific and Industrial Research of South Africa has worked with Governments to develop training and crime prevention manuals and tools.<sup>26</sup> Some countries, such as El Salvador, and cities, such as Bogota, now have access to regional or city observatories on crime and social problems, which can aid their own analysis and ongoing programme monitoring.

<sup>25</sup> C. Beato, *Case Study "Fico Vivo" Homicide Control Project in Belo Horizonte* (Washington, D.C., World Bank, 2005).

<sup>26</sup> See [www.csir.co.za](http://www.csir.co.za).

There are a number of other good tools and resources available, such as that on conducting local safety diagnoses or audits, a *Guidance on Local Safety Audits: a Compendium of International Practice*, published in Paris in 2007 by the European Forum for Urban Safety and the Government of Canada.

Please also refer to **Cross-cutting issues: Criminal justice information**, and **Custodial and non-custodial measures: Alternatives to incarceration** in the **Criminal Justice Assessment Toolkit**.

## 1. Research

Effective intervention models exist in a number of countries, but need to be adapted to specific contexts and conditions. The monitoring and evaluation of programmes is an important means of assessing their value and appropriateness and of adapting them more carefully to meet particular needs. NGOs may play an important role, for example the Institute for Security and Democracy (INSyDE) in Mexico City provides training and undertakes research on issues of police ethics and the rule of law.<sup>27</sup>

Tools such as victimization surveys, observatories, local safety diagnoses and audits or participatory assessments are all important in developing a sound knowledge base. The questions below seek to assess the current use of research-based information and existing/potential capacity, and to identify existing institutional and civil society activity and capacity for research and knowledge development:

- Which institutions/agencies at the national, provincial or local level conduct research on crime, health and social problems?
- Do they have the capacity to undertake applied research? Do they have sustainable funding?
- Has research on the trends, problems and causes of crime been carried out? Are the results publicly available? Are there specific victimization studies? Are there specific studies on, for instance, street children, child abuse, youth gangs, assaults in the street or high-risk areas?
- Is there any research on the crime and root causes of trafficking in persons?
- Is there any research on the impact of in-prison and post-custody reintegration programmes, for example, with young offenders or former gang members?
- Do any NGOs conduct research and policy analysis on any of these issues?

<sup>27</sup> See [www.insyde.org.mx](http://www.insyde.org.mx).

- Is there civil society involvement in research such as on children and youth at risk?
- Are research results used to update or inform policies and programmes on a regular basis?
- Is there ongoing research capacity to monitor and analyse trends and evaluate programmes?
- Is there ongoing research capacity to assist with programme implementation or evaluation?
- Are any specialized tools used, such as GIS, safety audits (or safety diagnoses) or local or regional observatories (or monitoring centres), in studying crime and social problems?
- Have any crime prevention initiatives been evaluated? Were the findings disaggregated by geographical area, age, gender and/or ethnic group? Have the findings been used to adjust the initiative if needed?

## 2. Training and skill development

Policymakers and practitioners will not necessarily be familiar with how to work in partnership with other institutions and organizations. Courses on crime prevention need to reflect the methodology and approach recommended by the United Nations Guidelines (developing partnerships, working with the community, using a problem-solving approach, developing safety audits, learning about effective practices, etc.) and not be restricted to legislation or regulations, security procedures or specific training, such as in dog handling or property security. The following questions may help assess this:

- Are there any training institutions or university/educational centres offering courses in crime prevention/community safety, prevention of recidivism and capacity-building in this area (e.g. for the police, local authority staff, social workers, prison staff, civil society or the media)?
- Are these national institutions, provincial or local?
- Do all relevant stakeholders receive ongoing training in their respective areas?
- Do any NGOs or civil society organizations give training in crime prevention or related areas such as human rights or victim issues?
- Is there any training at the provincial or local level for community or problem-oriented policing or municipal guards?
- Does the content of courses reflect the principles embodied in the United Nations Guidelines: the importance of government leadership; socio-economic development and inclusion; cooperation and partnerships; sustainability and accountability; use of a knowledge base; human rights and the rule of law; interdependency; and differentiation?

- Is there a basis for developing such centres (e.g. interested centres/universities, NGOs)?
- Who is the target of training? Does it address different groups of stakeholders (e.g. the public sector, private, civil society, communities or local leaders) and different sectoral responsibilities (e.g. law enforcement, social development, education, urban planning or design or community mobilization specialists)?



## 7. Partnerships and coordination

Partnerships form a central aspect of the United Nations Guidelines for the Prevention of Crime. They entail partnerships horizontally across government departments, vertically between levels of government, and between government institutions, agencies, United Nations entities and civil society, including local citizens, the business community, the media and NGOs. The questions below will help determine what partnerships exist:

- Are there any measures/mechanisms in place to coordinate the different activities of relevant government agencies and ministries dealing with crime and recidivism prevention (i.e. horizontally across government)?
- Are there any measures/mechanisms in place to coordinate different levels of government, national, provincial and/or local (i.e. vertically between levels of government)?
- Are there any mechanisms in place to work in partnership with international donors?
- Are there any mechanisms in place to coordinate and support the role of non-governmental agencies providing services for those at risk of offending or victimization or coming out of prison (e.g. advocacy groups, human rights organizations, women's rights groups, child protection agencies, youth-serving organizations, health organizations, neighbourhood watch groups, etc.)?
- Are there any civil society organizations representing the interests and working in support of specific groups, such as street children or members of youth gangs?
- Are there any mechanisms to involve the media more positively in crime prevention strategies and programmes? Are any specialized awareness-raising campaigns carried out?
- Are there any donor coordination mechanisms dealing with crime prevention?





## 8. Sustainability of crime prevention strategies and programmes

Sustaining crime prevention strategies involves more than setting up a series of pilot initiatives, although these may be a useful way to begin. It involves a clear institutional vision and goal-oriented approach. This means establishing ongoing programmes, supporting local government and community partnership strategies and action plans, establishing permanent institutional support, including coordination and evaluation, ongoing research programmes and planned training and capacity development. It means ensuring adequate ongoing funding for prevention programmes and their monitoring and evaluation, and for training and research.

At the national, provincial or local government levels, sustainability can be ensured by regular contract funding mechanisms for neighbourhood projects. Such a mechanism has been used successfully in Belgium, France and Colombia, where, for example, the city of Bogota offers funds to local municipalities for projects that they devise and submit, and that then form the basis of a contract between the municipality and the city.

Please refer to **Cross-cutting issues: Criminal justice information** and **Custodial and non-custodial measures** in the **Criminal Justice Assessment Toolkit**.

Questions relating to sustainability include:

- How much funding is allocated to crime prevention at the national level, for example, as compared with the rest of the criminal justice sector or with other kinds of public security spending? Is crime prevention also included in budgets for education or urban renewal and public space, for example, and if so, how much?
- Is this time-limited or programme funding, or long-term funding?
- Are strategies and programmes likely to be sustained beyond the life of a specific national, provincial or local government?

- Do resources match needs and mandates? For instance, if policing has been decentralized, have resources from the state/federal level also been decentralized?
- Are institutional structures for managing crime prevention strategies well resourced and staffed?
- Are there resources for the adaptation or scaling-up of programmes?
- Are there any public-private partnerships?
- Are the results of strategy or project evaluations published?
- Are any indicators of crime prevention effectiveness (lower levels of crime, victimization and insecurity, improved neighbourhood or city capacity, changes in infrastructure or increased youth employment or participation, etc.) communicated to the public regularly?
- At the national, provincial or local government levels, are there any ongoing funding or contract systems for local projects?
- Are there any independent funding oversight mechanisms to ensure accountability?





## 9. Specific crime issues and perceptions

What are the main crime concerns facing the country and its communities—as seen by government authorities, civil society, academics, NGOs and the media—as well as from the point of view of donors and external observers?

Insecurity and fear of crime may be an issue, as well as public confidence in the institutions seen as responsible for controlling and preventing crime. National and local priorities may differ, given the scale of analyses and the level of responsibility. In addition, different actors may have different experiences and perceptions regarding the relative importance of crime concerns.

It is important both to contextualize crime and to identify the priorities and perceptions of the different stakeholders:

- Do crime problems relate to border security or transnational crime affecting local crime conditions (e.g. trafficking in persons, firearms or drugs)?
- Do crime problems relate primarily to crime in urban areas? Is there significant crime associated with drug trafficking and gun use? Are there geographical differences across the country?
- Are any crime problems associated with disputes over scarce resources?
- Where are the main local crime problems, for example, in urban centres, suburbs, poor housing and environmental areas or slums? Is rural or small town crime a concern?
- Are there crime problems associated with land tenure and forced evictions? Are there any problems associated with race, gender, migration or sexual orientation?
- Are there areas that are largely controlled by gangs, organized crime or paramilitary groups?
- Is there concern about violence in private spaces, such as violence against women and children or trafficking in persons for domestic work?
- Is there concern about internal human trafficking (e.g. from rural to urban areas)?

- Is there concern about institutionalized violence (e.g. by the police, in prisons, in schools or in residential care institutions)?
- Is fear of crime high? Is there insecurity in public spaces? Are there problems associated with different uses of public space (e.g. informal traders versus business districts)?
- Are there security problems/insecurity about the use of public transport or private transport (e.g. taxis)?
- Is residential crime, crime in commercial centres, against business or in nightclub areas a serious concern?
- Is there vandalism or crime against public infrastructure and goods?
- Is there heavy investment in private security systems and technology among some groups (e.g. closed-circuit television, guards or gated communities in well-off suburbs and residential areas or in city centre business districts and commercial areas)?
- Is there political violence or violence related to conflict and civil unrest?
- What is the level of “informality” of the existing security systems (vigilante groups, security committees, etc.) and is this cause for concern?
- Is cybercrime, Internet fraud or identity theft a concern?
- Is there general public confidence and trust in the police and the justice system, and in government and elected officials?
- How far is corruption a major concern compared with conventional crime?



## 10. Specific groups

The need to take account of all sectors of society and to develop inclusive policies that respect the human rights of all groups is stressed in the **United Nations Guidelines**.

The questions below should help identify whether there are significant groups or populations whose circumstances put them at high risk of crime and victimization or who are excluded from government policies and decision-making. In post-conflict settings, some groups are likely to be at high risk, such as ethnic minorities, and women and children are likely to be very vulnerable to violence.

The views of Governments, civil society, academics, NGOs and the media, as well as donors and external observers, should be sought.

Please also refer to **Cross-cutting issues: Juvenile justice** and **Victims and witnesses** and **Custodial and non-custodial measures** in the **Criminal Justice Assessment Toolkit**, and the United Nations Children's Fund (UNICEF)/UNODC *Manual for the Measurement of Juvenile Justice Indicators*, published in 2006.

- Are there significant groups of children and young people at risk of victimization or entry into crime (e.g. living in disadvantaged areas or slums with high population density, poor infrastructure, high levels of unemployment, poor or non-existent social services, poor or non-existent safe public spaces, etc.)? Is one group (children or young people) larger than the other?
- Are large numbers of street children commonly found in public spaces and elsewhere in cities?
- Are there significant problems of alcohol and drug use by young people?
- Are youth groups/gangs a concern? Are there long-term (institutionalized) youth gangs using organized armed violence?

- Are there significant numbers of people (e.g. members of youth gangs) deported back from other countries?
- Are there significant populations of ethnic/cultural minority, migrant, refugee, illegal immigrant populations, in cities or rural areas?
- Is violence against women and children in domestic settings a major concern?
- Are women and girls seen as vulnerable to HIV/AIDS or trafficking?
- Is violence against women and girls in public places a concern?
- Are there significant numbers of ex-child soldiers or war-affected children?
- Are there significant numbers of young people in correctional institutions?
- Is violence against children in detention and institutional care a concern?
- Are there any non-custodial programmes for children and young offenders?
- Are there concerns about crimes against indigenous populations?

## 1. Specific policies to prevent social exclusion

The United Nations **Guidelines** also underline the importance of inclusion and of differentiation—of recognizing the specific vulnerabilities and needs of different groups in society—and of ensuring that there are policies that seek to respond to those needs.

The questions below will help identify whether there are any policies that promote the well-being of the groups identified above and encourage pro-social behaviour, for instance, through social, economic, health and educational measures.

Please refer also to **Custodial and non-custodial measures**, in particular the sections entitled **Alternatives to incarceration** and **Social reintegration**, in the **Criminal Justice Assessment Toolkit**.

- Does the national crime prevention strategy (if any) include specific social protection/welfare interventions for children at risk and their families (including the groups mentioned above)?
- Are there any specific policies at the national/provincial/local levels to promote the health and safety and participation of children and young people?
- Are there any specific policies at the national/provincial/local levels to respond to unemployment, the needs of street children and war-affected children or to counter social exclusion?
- Are there any specific policies to respond to the needs of immigrant/minority populations?

- Are there specific policies and programmes to respond to the needs of indigenous populations?
- Are there specific policies to prevent recruitment or to reintegrate members of youth gangs?
- Are there any specific policies to address drug and alcohol addiction?
- Are there any specific policies at the national/provincial/local levels to promote the safety of women and children in the home and outside?
- Are there any strategies to protect vulnerable groups, such as women and children, who are vulnerable to human trafficking and exploitation by organized criminal groups?
- Are there any social reintegration programmes for people released from prison?
- Are there social inclusion and reintegration programmes for trafficked persons?
- Are there any rehabilitation and reintegration programmes or services for children and young people in custody? Are there any community-based programmes or services for young people on their release from custody?
- Do urban renewal/slum upgrading/public space projects take account of the views and needs of the users of specific spaces, such as marginalized populations?
- Are there specific policies for the informal sector?





# 11. Management and coordination

## 1. Overall coordination

When possible, policies and programmes for crime prevention need to be built on the basis of comprehensive strategies and partnerships across government and with the community. This means involving a variety of sectors of government at all levels, as well as academic and research institutions, NGOs and civil society, the media and donor organizations. In small States, such as those of the Caribbean or Central America, regional policies may also be important. Relevant questions here include:

- Overall, are there mechanisms that support vertical coordination between the national Government and lower levels of government, and across sectors including ministries, institutions, service providers, NGOs and civil society?
- Are there any advisory bodies that bring together these sectors on crime prevention issues? Do they operate at the local, provincial or national level?
- Are there specific strategies to educate the public and other stakeholders, including service providers, about crime problems and prevention outcomes?
- Is there a regional mechanism for the implementation, coordination and monitoring of crime prevention strategies?

## 2. Donor coordination

External aid or technical assistance has not always been effective or sustainable, and there is general recent agreement that donors and external organizations need to work with recipient countries, taking account of their ideas of their own needs and their planning and financial timetables.<sup>28</sup> Uncoordinated external aid can provide conflicting models, or not be adapted to country contexts.

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<sup>28</sup> See *Maximizing the Effectiveness of the Technical Assistance Provided in the Fields of Crime Prevention and Criminal Justice*, op. cit.



Awareness of what donor efforts are being made, have previously been implemented or are planned is critical to developing recommendations for future technical assistance:

- Which donors are active in the crime prevention sector? Do they work with the national Government, the provincial or local authorities?
- Does donor activity target specific groups, people or places for support, for instance, children and youth at risk, youth gangs, women and girls, cultural/ethnic minorities, street children, war-affected children, the municipal police?
- Are any donors targeting white-collar crime or corruption?
- Are there donor strategy plans for the coordination and strategic direction of services to any specific groups?
- What projects have donor agencies supported in the past? What projects are currently under way? Have previous projects been evaluated and published, and if so, what lessons can be learned?
- What linkages exist between donor agencies and ministries, departments or other agencies (e.g. national or local authorities, NGOs, the police)? How are relations between donor agencies and other bodies managed? Is there a formal agreement or strategy document in place?
- Are international technical assistance programmes in place regarding any crime prevention issues, such as human trafficking or harmful and exploitative labour practices? Who is involved in technical assistance in this field, and how are activities coordinated?

### 3. International cooperation

The United Nations Convention against Transnational Organized Crime and its Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, and the Protocol against the Smuggling of Migrants by Land, Sea and Air,<sup>29</sup> and other international instruments have been ratified by many countries, and some legislation, policies and cooperative initiatives may be in place. The principle of interdependency in the Guidelines for the Prevention of Crime recognizes that international organized crime has local connections, roots and impacts. The questions below will assist in assessing the extent to which national and local crime prevention initiatives take into consideration the international dimension of local crime problems.

Please consult also **Cross-cutting issues: International cooperation** in the **Criminal Justice Assessment Toolkit**.

<sup>29</sup> United Nations, *Treaty Series*, vols. 2225, 2237 and 2241, No. 39574.



- Is there evidence that international organized crime and corruption is an issue?
- Is the country involved in international cooperation for the purpose of crime prevention? What are the activities? With what countries, regional or international bodies?
- To what extent is the public aware of these efforts? How is the public being reached? Is there evidence that these cooperative activities are effective in preventing crime?
- What has been the international cooperation experience of the country in the fields of crime prevention, corruption and trafficking?
- Has the country participated in the development of regional crime prevention strategies (e.g. those of the Southern Cone and Central American countries, the Caribbean Community, the Southern African Regional Police Chiefs Cooperation Organisation, the African Union and the Association of Southeast Asian Nations)?





# Annex I. Key documents and resources

## United Nations

Guidelines for cooperation and technical assistance in the field of urban crime prevention (Economic and Social Council resolution 1995/9, annex).

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

*Guiding Principles for Crime Prevention and Criminal Justice in the Context of Development and a New International Economic Order, Seventh United Nations Congress on the Prevention of Crime and the Treatment of Offenders, Milan, 26 August-6 September 1985: report prepared by the Secretariat* (United Nations publication, Sales No. E.86.IV.1), chap. 1, sect. B, annex.

Report of the Secretary-General on United Nations standards and norms in crime prevention and criminal justice (E/CN.15/2007/11).

Report of the Secretary-General on the rule of law and transitional justice in conflict and post-conflict societies (S/2004/616).

*The Millennium Development Goals Report 2008* (United Nations publication, Sales No. E.08.I.18).

United Nations Children's Fund and United Nations Office on Drugs and Crime. *Manual for the Measurement of Juvenile Justice Indicators* (New York, United Nations), 2007.

United Nations Development Programme. *Strengthening the Rule of Law in Conflict and Post-Conflict Situations: a Global UNDP Programme for Justice and Security 2008-2011* (New York, UNDP), 2008.

United Nations Human Settlements Programme. *Global Report on Human Settlements 2007: Enhancing Urban Safety and Security* (London, Earthscan) 2007.

\_\_\_\_\_. Safer Cities Programme ([www.unhabitat.org](http://www.unhabitat.org)).

\_\_\_\_\_. Safer Cities Toolkit, 2007.

\_\_\_\_\_. *State of the World Cities Report* for 2004-2005, 2006-2007 and 2008-2009 (London, Earthscan), 2004, 2006 and 2008.

United Nations Office on Drugs and Crime, *Compendium of United Nations Standards and Norms in Crime Prevention and Criminal Justice* (United Nations, New York) 2006, part three.

\_\_\_\_\_. *Crime and Development in Africa* (Vienna, UNODC) 2005.

\_\_\_\_\_. *Crime and Development in Central America: Caught in the Crossfire* (Vienna, UNODC) 2007.

\_\_\_\_\_. *Handbook on Planning and Action for Crime Prevention in Southern Africa and the Caribbean Regions* (United Nations publication, Sales No. E.09.IV.1).

United Nations Office on Drugs and Crime and the Latin America and Caribbean Region World Bank. *Crime, Violence, and Development: Trends, Costs, and Policy Options in the Caribbean* (Washington, D.C., World Bank) Report No. 37820, 2007.

United Nations Population Fund. *State of World Population 2008; Reaching Common Ground: Culture, Gender and Human Rights* (New York, UNFPA), 2008, annex on indicators.

World Health Organization. *Preventing Violence and Reducing its Impact: How Development Agencies can Help* (Geneva, WHO), 2008.

### **International and regional bodies**

International Centre for the Prevention of Crime ([www.crime-prevention-intl.org](http://www.crime-prevention-intl.org))

European Crime Prevention Network ([www.eucpn.org](http://www.eucpn.org))

European Forum for Urban Safety ([www.fesu.org](http://www.fesu.org))

European Institute for Crime Prevention and Control ([www.heuni.fi](http://www.heuni.fi))

Facultad Latinoamericana de Ciencias Sociales (Latin American School of Social Sciences) ([www.flacso.org](http://www.flacso.org))

Fórum Brasileiro de Segurança Pública (Brazilian Forum on Public Safety) ([www.forumseguranc.org.br](http://www.forumseguranc.org.br))

### **Other resources<sup>a</sup>**

Frühling, H. and Cancina, A. *Community Policing and Problem-Solving Strategies* (Washington, D.C., World Bank) 2005.

Guerra, N. G. *Youth Crime Prevention: Community-Based Crime and Violence Prevention in Urban Latin America and the Caribbean* (Washington, D.C., World Bank) 2005.

<sup>a</sup>Works mentioned in full in the main text and footnotes are not repeated here.

International Centre for the Prevention of Crime. *Strategies and Best Practices in particular in relation to Urban Areas and Youth at Risk, Proceedings of the Workshop held at the 11th United Nations Congress on Crime Prevention and Criminal Justice, Bangkok, 18-25 April 2005* (Montreal, Canada, ICPC) 2005.

*Linking to Learn and Learning to Link: Building Integrated Systems of School-Based Support for Children and Families in a Disadvantaged Community* (Brisbane, Australia, Griffith University) 2007 (available at [www.griffith.edu.au/\\_data/assets/pdf\\_file/0019/13285/linking-learn.pdf](http://www.griffith.edu.au/_data/assets/pdf_file/0019/13285/linking-learn.pdf)).

Waller, I. *Less Law, More Order: the Truth about Reducing Crime* (Santa Barbara, California, Praeger) 2006.

Whitzman, C. *The Handbook of Community Safety, Gender and Violence Prevention: Practical Planning Tools* (London, Earthscan) 2008.

### **National resources**

- Legal or regulatory frameworks
- Strategic plans for crime prevention/safety and security
- National policing strategy and reports
- Development publications/socio-economic publications
- NGO reports
- Local urban observatories<sup>b</sup>
- Donor country reports
- Regional reports
- Research and evaluation reports by internal/external researchers

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<sup>b</sup> Exist only in some countries (see list at [ww2.unhabitat.org/guonet/members.asp](http://ww2.unhabitat.org/guonet/members.asp)).



# Annex II. Assessor's checklist

This checklist is designed to assist the assessor in keeping track of which topics have been covered, using what sources and with whom.

<i>Topic</i>	<i>Sources</i>	<i>Contacts</i>	<i>Completed</i>
<b>Overview:</b> <b>General statistical data</b>	<ul style="list-style-type: none"> <li>• Reports from ministries of justice, the interior, youth/social services, housing and the environment, education, health, women</li> <li>• Police organization reports</li> <li>• Non-governmental organizations (NGO) reports</li> <li>• Observatory reports</li> <li>• Donor reports and funding</li> <li>• Academic and consultancy research reports</li> <li>• United Nations regional and country reports</li> <li>• Status of women/gender-based violence reports</li> <li>• Transparency International</li> </ul>	<ul style="list-style-type: none"> <li>• Ministry of justice</li> <li>• Ministry of the interior</li> <li>• Ministry of local government</li> <li>• Ministry of urban development</li> <li>• Ministries in charge of metropolitan areas</li> <li>• Ministries of youth or social services</li> <li>• Ministry of women's affairs</li> <li>• Ministries of housing and the environment</li> <li>• Ministries of education and health</li> <li>• Police departments and organizations</li> <li>• National statistics bureau</li> <li>• NGOs working on crime prevention and rehabilitation issues</li> <li>• Observatory on crime and social problems</li> <li>• Local urban observatories (members of the Global Urban Observatory Network)</li> <li>• Donor organizations working on crime prevention and security</li> <li>• Academic centres or individuals focusing on crime prevention and safety and security</li> <li>• Chambers of commerce or business associations</li> </ul>	

<i>Topic</i>	<i>Sources</i>	<i>Contacts</i>	<i>Completed</i>
<b>National strategies on safety and prevention</b>	<ul style="list-style-type: none"> <li>• National policy framework or strategy or pilot projects, guidelines or regulations</li> <li>• National association reports on crime prevention</li> <li>• Youth organization reports</li> </ul>	<ul style="list-style-type: none"> <li>• Ministry of justice</li> <li>• Ministry of the interior</li> <li>• Ministries of youth or social services</li> <li>• Ministry of local government or urban development</li> <li>• Ministries of housing and the environment</li> <li>• Ministries of education and health</li> <li>• Police departments and organizations</li> <li>• NGOs working on crime prevention and rehabilitation issues</li> <li>• Human rights groups and national human rights commissions</li> <li>• Observatory on crime and social problems</li> <li>• Donor organizations working on crime prevention and security</li> <li>• Academic centres or individuals focusing on crime prevention and safety and security</li> </ul>	
<b>Monitoring and evaluation</b>	<ul style="list-style-type: none"> <li>• Evaluation reports</li> </ul>	<ul style="list-style-type: none"> <li>• Ministry of justice</li> <li>• Ministry of the interior</li> <li>• Heads of national police</li> <li>• Military or state/provincial police</li> <li>• Universities and research centres</li> <li>• NGOs</li> <li>• Donor organizations</li> </ul>	
<b>Policing</b>	<ul style="list-style-type: none"> <li>• Community policing plan, policy documents and manuals</li> <li>• Other local policing policy documents and manuals</li> </ul>	<ul style="list-style-type: none"> <li>• National ministries</li> <li>• Donor organizations</li> <li>• Other relevant ministries</li> <li>• Universities and NGOs</li> <li>• Associations of mayors, local government</li> <li>• Youth organizations</li> </ul>	



<i>Topic</i>	<i>Sources</i>	<i>Contacts</i>	<i>Completed</i>
<b>Regional strategies</b> (where relevant)	<ul style="list-style-type: none"> <li>• Regional strategies and policies</li> <li>• Protocols</li> <li>• Reports</li> <li>• Manuals</li> <li>• Partnership agreements</li> <li>• Funding agreements</li> </ul>	<ul style="list-style-type: none"> <li>• State or provincial ministries responsible for safety, security and crime prevention</li> <li>• Universities and research centres</li> <li>• NGOs</li> </ul>	
<b>Local strategies</b>	<ul style="list-style-type: none"> <li>• Local strategies and policies</li> <li>• Local policing plans</li> <li>• Protocols</li> <li>• Reports</li> <li>• Manuals, toolkits</li> <li>• Partnership agreements</li> <li>• Funding agreements</li> </ul>	<ul style="list-style-type: none"> <li>• Selected mayors and city administrators</li> <li>• Associations of local authorities</li> <li>• Municipal police</li> <li>• Municipal services: education, health, recreation, housing, urban planning, the environment and others</li> <li>• Head of safety and security and crime prevention</li> <li>• NGOs and community sector groups</li> <li>• Local private sector associations</li> </ul>	
<b>Research, training and technical assistance</b>	<ul style="list-style-type: none"> <li>• Practitioner training courses</li> <li>• Technical assistance reports</li> <li>• Academic courses in crime prevention</li> </ul>	<ul style="list-style-type: none"> <li>• Ministries</li> <li>• NGOs</li> <li>• Donors</li> <li>• Universities, police colleges, technical colleges</li> </ul>	
<b>Children and families</b>		<ul style="list-style-type: none"> <li>• Ministry of justice</li> <li>• Ministry of the interior</li> <li>• Ministries of youth or social services</li> <li>• Ministries of housing and the environment</li> <li>• Ministries of education and health</li> <li>• Police departments and organizations</li> <li>• NGOs working on crime prevention and rehabilitation issues</li> </ul>	

<i>Topic</i>	<i>Sources</i>	<i>Contacts</i>	<i>Completed</i>
<b>Youth</b>		<ul style="list-style-type: none"> <li>• Ministry of justice</li> <li>• Ministry of the interior</li> <li>• Ministries of youth or social services</li> <li>• Ministries of housing and the environment</li> <li>• Ministries of education and health</li> <li>• NGOs and youth organizations running support programmes for youth at risk or leaving care or custody</li> </ul>	
<b>Women and girls</b>		<ul style="list-style-type: none"> <li>• Ministries responsible for women's issues and combating violence against women</li> <li>• NGOs and organizations running support programmes for women and girls</li> </ul>	
<b>Indigenous groups</b>		<ul style="list-style-type: none"> <li>• Ministries responsible for indigenous issues</li> <li>• Indigenous organizations and NGOs</li> </ul>	
<b>Minority groups</b>		<ul style="list-style-type: none"> <li>• Ministry of justice</li> <li>• Ministry of the interior</li> <li>• Ministries of youth or social services</li> <li>• Minority support organizations and NGOs</li> </ul>	
<b>Schools</b>		<ul style="list-style-type: none"> <li>• Ministries of youth or social services</li> <li>• Ministries of education and health</li> <li>• Boards of education</li> <li>• NGOs</li> </ul>	
<b>Public transport</b>		<ul style="list-style-type: none"> <li>• Ministries responsible for transport, the environment and urban renewal</li> <li>• Public transport departments</li> <li>• Transport police</li> <li>• Private transport and taxi companies</li> </ul>	

<i>Topic</i>	<i>Sources</i>	<i>Contacts</i>	<i>Completed</i>
<b>Public spaces</b>		<ul style="list-style-type: none"> <li>• Ministries responsible for transport, the environment and urban renewal</li> <li>• Municipal departments: education, health, recreation, housing, urban planning and the environment</li> <li>• Service providers agencies: water, transport, environmental services, waste collection and others</li> </ul>	
<b>Budget for crime prevention</b>		<ul style="list-style-type: none"> <li>• National ministries</li> <li>• Regional departments</li> <li>• Local government</li> <li>• Donor funding</li> </ul>	
<b>Donor coordination</b>	<ul style="list-style-type: none"> <li>• Donor reports</li> <li>• Independent studies</li> <li>• Ministry reports and papers relating to donor cooperation</li> </ul>	<ul style="list-style-type: none"> <li>• Donor organizations</li> <li>• Relevant ministries</li> <li>• Universities and NGOs</li> </ul>	











# UNODC

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