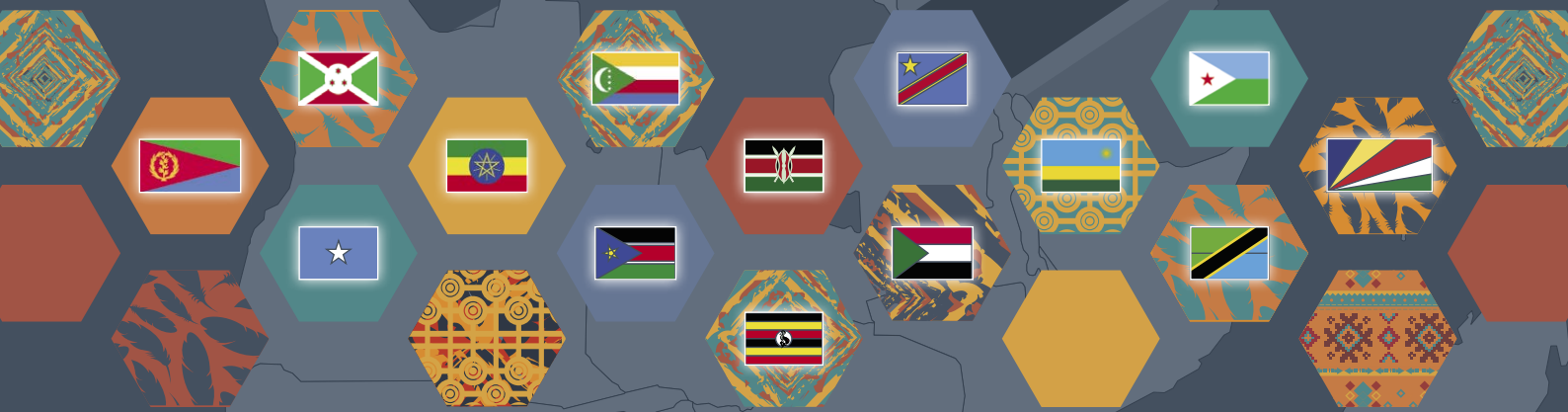


GUIDELINES ON CRIME AND VIOLENCE PREVENTION FOR EAST AFRICA



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FOREWORD

Drug-related crimes, sexual offences, violent robberies and homicides, terrorism, cattle-rustling, theft and assault are among some of the most prevalent crimes in the region. While the causes of these crimes are varied and complex, there are factors which are known to increase the risks. These include a youthful population, high unemployment, rapid urbanisation, radicalisation, socio-economic strain at individual, family and community level, and ready access to arms, drugs and alcohol. Reducing these risks and increasing resilience lie at the heart of crime and violence prevention thinking. While law enforcement plays a vital role in protecting people from crime and violence, it cannot do so alone. Addressing many of the risk factors identified above lie well outside law enforcement's proper ambit.

The 25th Eastern Africa Police Chiefs Cooperation Organization (EAPCCO) Annual General Meeting (AGM) held on 25 October 2023 adopted these regional Guidelines on crime and violence prevention. Specifically, they recognise the importance of promoting greater cooperation between police agencies and their partners, both in and outside of government, in supporting efforts to make the region safer.

The Guidelines will assist police officers at strategic, policy and implementation level in their advocacy with all stakeholders in and outside of government on their collective role in reducing risk and increasing resilience factors in crime and violence prevention. They provide an accessible guide to professionals across disciplines such as health, education, economic development, transport, etc., on their role in promoting safe communities.

We hope the Guidelines serve as a useful guide for both future safety planning and developing specific interventions such as those aimed at preventing violent extremism and radicalisation.

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INTRODUCTION

Crime and violence have been identified as a major impediment to the realisation of developmental, economic and human rights outcomes across the East Africa region.¹

Crime and violence have traditionally been viewed as the domain of the police and justice system. Yet, over the past two decades, there has been increasing recognition of the limits of this approach. Practitioners now recognise the importance of understanding the drivers and correlates of crime and violence to adequately prevent it before it happens, and to respond more appropriately when it does occur. Many of these drivers and correlates fall outside of the traditional mandate areas of the police and criminal justice system and involve many other disciplines and stakeholders, both inside and outside of government.

It is becoming increasingly common for the police to participate in the development of crime prevention and safety planning, be this at the local, national or regional level. This set of Guidelines on crime and violence prevention has been developed by EAPCCO, based on emerging evidence and best practice, to guide police members and crime and violence practitioners generally in their efforts to promote safety in the region.

Crime and violence prevention is defined as all “strategies and measures that seek to reduce the risk of crimes [and violence] occurring, and their potential harmful effects on individuals and society, including fear of crime, by intervening to influence their multiple causes”.² Explicit in this definition is the fact that there are multiple and complex drivers of crime and violence; that crime and violence impact on societies in different ways; and that addressing both the direct and indirect impacts, including the fear of crime, is important. Further, this conceptualisation of crime reflects the fact that crime impacts on the whole of society and requires a whole-of-society approach.

1 The membership of EAPCCO comprises Burundi, Comoros, Democratic Republic of Congo, Djibouti, Ethiopia, Eritrea, Kenya, Rwanda, Seychelles, Somalia, Sudan, South Sudan, Tanzania and Uganda.

2 UN Economic and Social Council (ECOSOC), UN Economic and Social Council Resolution 2002/13: Action to Promote Effective Crime Prevention, at Annex, Art. II, Sec. 3. 24 July 2002, E/RES/2002/13. Available at: <http://www.refworld.org/docid/46c455830.html> <Accessed on 30 October 2016>. [Herein referred to as “ECOSOC Resolution 2002/13 Annex”.]

This paradigm shift in our understanding of crime and violence is relatively recent and is best evidenced on a global scale in the development of the Guidelines for the Prevention of Crime by the United Nations Office on Drugs and Crime (UNODC), which note:

“There is clear evidence that well-planned crime prevention strategies not only prevent crime and victimization, but also promote community safety and contribute to sustainable development of countries. Effective, responsible crime prevention enhances the quality of life of all citizens. It has long-term benefits in terms of reducing the costs associated with the formal criminal justice system, as well as other social costs that result from crime.”³

While the nature of crimes may vary within the region, there are commonalities that connect the manifestation of these crimes, all of which relate to the socio-economic and developmental drivers. While drug trafficking is often firmly rooted in organised crime and syndicates, the demand for drugs and illegal substances, and recruitment of traffickers into the syndicates, is often driven by marginalisation, exclusion and economic deprivation. Similarly, while the rise of terrorism and extremism can be linked to ideology, recruitment into extremist movements is largely driven by structural drivers of exclusion, marginalisation and deprivation, as well as historical factors.⁴ These drivers intersect with many of the correlates of other forms of crime and violence, such as availability of firearms, that collectively coalesce to create a “risk environment”. These kinds of risks require a multipronged and integrated systemic approach, through the mitigation of risk and the prevention of harms.

There are many challenges to integrating institutional perspectives across the safety, security and development arms of government. Streamlining responses and drawing on all relevant agencies and capacities, and ensuring responses to crime and violence are embedded and coordinated, are required to ensure comprehensive responses that are sustainable and inclusive. This challenge calls for regional and national agreements on the broad approach of all arms of government, together with a clear mandate in respect of their roles and responsibilities, that can be domesticated.

In 2019, EAPCCO agreed on the need for a set of Regional Guidelines for Crime and Violence Prevention (the Guidelines) for the East Africa region.⁵

The Guidelines would provide a uniform and evidence-based approach to preventing crime and violence that occur within the East Africa region, and that would ensure consistency with global, regional and national obligations and treaties to achieve safe and secure environments and communities for all. These Guidelines would further support the mandate of EAPCCO members to:

1. Cooperate in combatting transnational, cross-border and general crime;
2. Develop policies and strategies to combat crime in the region;
3. Work with partners to study and research regional and national crime trends and patterns; and
4. Build capacity of law enforcement within the region.

The Guidelines are informed by a number of international and regional treaties and conventions.

3 ECOSOC Resolution 2002/13 Annex, Art. I, Sec. 1. 24 July 2002, E/RES/2002/13. Available at: <http://www.refworld.org/docid/46c455830.html> <Accessed on 30 October 2016>.

4 United Nations Development Programme. (UNDP). (2017). *Journey to Extremism in Africa: Drivers, incentives, and the tipping points for recruitment*. New York: UNDP.

5 REC/EAPCCO/LSC/44/5.

At the **global** level, these Guidelines contribute to the realisation of:

- The Sustainable Development Goals (SDGs), which guide the global development agenda 2015-2030. The SDGs link safety, justice and development. For example, Goal 11 envisions: Making cities and human settlements inclusive, safe, resilient and sustainable, while Goal 16 provides for promoting peaceful and inclusive societies for sustainable development, providing access to justice for all, and building effective, accountable and inclusive institutions at all levels.⁶
- UN Resolution 2482 (2019), which encourages Member States to engage relevant local communities and non-governmental actors in developing strategies to counter violent extremism as and when conducive to terrorism, as well as strategies to counter organised crime, whether domestic or transnational, and to address the conditions conducive to the spread of violent extremism, which can be conducive to terrorism, and organised crime, whether domestic or transnational, that may fund terrorism, including by empowering the youth, families and women, religious, cultural and education leaders, and all other groups of civil society concerned.
- The 2015 UN Plan of Action, which promotes a convergence between development and security as well as the increasing importance of a developmental approach to tackle the root causes of crime.
- ECOSOC Resolution 2002/13, Action to Promote Effective Crime Prevention, which contains a number of basic principles for crime prevention, namely:
 - Government leadership
 - Socio-economic development and inclusion, cooperation and partnership
 - Sustainability and accountability
 - Knowledge base
 - Human rights and the rule of law
 - Interdependency
 - Differentiation (recognising the different needs of communities and sectors of the community)⁷

At the **regional** level, these Guidelines seek to realise:

- The African Union's (AU) Agenda 2063: The Africa We Want, which provides a plan for achieving the AU's vision of "an integrated, prosperous and peaceful Africa, driven by its own citizens and representing a dynamic force in the global arena", by the year 2063.⁸ Aspiration 4 calls for a peaceful and secure Africa, and provides a list of specific targets aimed at achieving that aspiration, including: (1) mechanisms for promoting and defending the continent's collective security and interests; (2) improved human security with a sharp reduction in violence crimes; and (3) safe and peaceful spaces for individuals, families and communities.⁹
- The Common Standards for Policing in East Africa, which, inter alia, call on police agencies to cooperate with role players in and outside of the criminal justice system.

In addition, Member States each have their own portfolio of national laws, policies and strategies on policing and the reduction of crime and violence, in addition to national development plans, all of which further seek to domesticate and advance the national, regional and global imperative to create safe, equitable and inclusive communities for all.

6 Edwards, L. and Tait, S. (2016). *Justice, Security and the 2030 Agenda for Sustainable Development in Africa*, at 5-6. The Danish Institute for Human Rights. Available at: http://www.humanrights.dk/sites/humanrights.dk/files/media/dokumenter/udgivelser/hrs/sdgs_report_sustainable_development_in_africa_2016.pdf <Accessed on 21 October 2016>.

7 ECOSOC Resolution 2002/13 Annex, at Art. III.

8 African Union. (2014). *Agenda 2063: The Africa We Want*, 2nd ed., at Sec. 4. Available at: <http://www.un.org/en/africa/osaa/pdf/au/agenda2063.pdf> <Accessed on 24 November 2016>. [Herein referred to as "Agenda 2063".]

9 *Agenda 2063*, at Aspiration 4.

The Guidelines consist of several incremental components. These are:

1. Definitions of key terms and phrases used in the Guidelines to ensure consistency of application across and within countries of the region.
2. Six principles that together provide the foundation of an evidence-based approach to developing and implementing a comprehensive crime and violence prevention and response system both within countries and across the region. All measures and steps taken to address crime and violence should adhere to these principles at all times.
3. The Guidelines themselves, which are structured into key and equally incremental steps and approaches, from design through to the implementation and evaluation stage.
 - a. The Objectives provide the overall objective or goal for these Guidelines, and the realisation of safe and inclusive communities as envisaged within the SDGs and Africa 2063;
 - b. The Approach details the different aspects of crime and violence prevention that should be considered and integrated into national crime and violence prevention strategies to ensure a comprehensive all-of-society response;
 - c. The methodologies provide different tools that can be used to assess community and safety needs, priorities and concerns, building on the recognition that different communities and constituents within communities experience crime and violence differently, and have varying concerns based on their own situations and experiences. These methodologies are not prescriptive but rather provide practical tools that have been tested and applied in different contexts, and are documented in both global and regional literature as providing the “best practice” approach;
 - d. Structures for engagement provide practical examples of horizontal and vertical structures for community and stakeholder engagement to ensure that the voices and experiences of all communities and constituents are adequately represented in the development, implementation and ownership of crime and violence prevention initiatives, strategies and policies;
 - e. Implementation steps to be taken by all stakeholders to translate the policies, strategies and interventions into practice; and
 - f. Tools for monitoring and evaluation to ensure that the crime and violence prevention policies, strategies and interventions are achieving their desired impact and are indeed working to ensure safe and inclusive societies.

DEFINITIONS

Accountability	The obligation of an individual or organisation to account for its activities, to accept responsibility for delivering on certain tasks, and to disclose the results in a transparent manner.
Agencies	Institutions, usually state or quasi-governmental, and primarily police and related law enforcement institutions, that are collectively responsible for the prevention of crime and the implementation of the rule of law.
Awareness-raising	Any activities that are intended to inform and educate individuals, groups of individuals or society about a problem or solution, including campaigns, roadshows, the use of media such as television, radio or social media, or training, usually with the intention of changing behaviour towards a common goal or outcome.
Capacity-building	The process by which individuals, organisations, institutions and societies develop abilities (individually and collectively) to perform functions, solve problems, and achieve objectives, which builds independence and increases competencies.
Children	Any individual under the age of 18 years of age.
Community	A group of people sharing the same space.
Community policing	A strategy of policing that focuses on building relationships and working closely with members of the community.
Community safety	A concept of community-based action which shifts the focus from counteracting crime to building safer communities by involving non-criminal justice actors to address the causes and consequences of crime and violence in a particular area.
Community safety plan	A detailed proposal for strengthening safety in a particular community that involves targeted strategies for addressing crime and violence.
Crime	An act or omission which constitutes an offence under the law or statute and which is punishable by law.
Crime and violence prevention	Strategies and measures that aim to deter crime and violence by addressing risk factors and underlying causes and drivers.

Crime and violence prevention approach	A method or technique for dealing with, or responding to, crime and violence.
Crime and violence prevention practitioner	A person who is actively engaged in crime and violence prevention efforts.
Crime prevention through environmental design (CPTED)	A multidisciplinary approach to planning and development that applies design principles in order to reduce the risk of crime and violence occurring (e.g. through street lighting, etc.).
Dialogue.	An interactive, communicative process of sharing, and listening to, information between people or groups of people in order to deepen understanding and develop collaborative solutions to a problem or issue.
Ecological model	A framework for understanding the complex nature of crime and violence by exploring risk factors at the individual, relationship, community and societal levels, and encouraging prevention approaches that address risk factors at each level.
Evidence	Systematic data and research findings, based on high-quality study designs, that seek to explain economic, cultural and political situations, trends and phenomena. The design of studies from which evidence is derived is critical in assuring the quality of evidence, and evidence is usually derived from a critical assessment of a number of studies rather than relying on a single study.
Gender-based violence	Any form of violence (emotional, physical, sexual, collective or institutional) against an individual based on biological sex, gender identity or expression, or perceived adherence to socially defined expectations of what it means to be a man, woman, girl or boy).
Implementation	The process of introducing and operationalising programmes and interventions in real-world settings that considers the manner in which they are adopted, sustained and taken to scale.
Indicator	A quantitative or qualitative factor or variable used to measure progress or achievement, or to reflect the impact of a programme or initiative, and to help assess the performance of an intervention.
Intervention	Any planned action or set of actions (such as a programme or project) intended to effect change.
Law enforcement	The enforcement of laws and maintaining public order to promote or facilitate public safety, undertaken by government agencies, usually the police, municipal police or gendarmerie.
Methodology	A system of broad principles or rules from which specific methods or procedures are derived to interpret or solve problems within the scope of a particular discipline.

Monitoring and evaluation (M&E)	A process by which programmes, strategies or interventions are reviewed and assessed against a series of indicators to measure their performance and effectiveness over a period of time.
Multisectoral response	An approach which involves coordination and collaboration across different sectors to provide for an effective and efficient resolution.
Outcome	A result or consequence that is attributed to, or caused by, an organisation, policy, programme or initiative.
Principles	An underlying assumption, standard or code on the basis of which strategies, policies and programmes may be formulated.
Protective factors	Conditions or attributes (i.e. skills, strengths, resources, support or coping strategies) in individuals, families, communities or the larger society that enable people to deal more effectively with stressful events, and mitigate or eliminate risks for committing, or becoming a victim of, crime and violence.
Public safety	The welfare and protection of the general public. This is often expressed as a responsibility of the state.
Public security	The process or means of protecting the general public, institutions and organisations from threats against their well-being.
Resilience	The capacity to endure and overcome challenges and setbacks.
Risk factors	Conditions or variables in individuals, families, communities or society as a whole that increase the likelihood of an individual committing, or becoming a victim of, crime and violence.
Safety audit	A process used to evaluate the profile of crime and violence in a specific community in an effort to identify risks and develop solutions to improve personal safety.
Safety forums	A structure designed to coordinate all crime and violence prevention activities within a specific area.
Social cohesion	The degree of inclusion and cooperation amongst members in a community that assists them in surviving and prospering together.
Stakeholder	A person, organisation or institution with an interest and/or concern, or who is likely to be affected by a policy, programme or intervention.
Systems-based approach	An integrated approach that views crime prevention as a function of multi-agency, multi-party or whole-of-society partnerships that are required to affect meaningful change.
Violence	The intentional use of physical force or power, threatened or actual, against another person or against a group or community that either results in, or has a high likelihood of, resulting in injury, death, psychological harm, maldevelopment or deprivation.
Vulnerable groups	Groups that are disproportionately likely to be exposed to or experience different types of crime and violence because of social exclusion, marginalisation, stigma, and multiple forms of discrimination.



PRINCIPLES

Six principles underpin the Guidelines. These principles reflect the fundamental underpinnings of effective, evidence-driven and outcome-focused crime and violence prevention.

Principle 1: All strategies, programmes and interventions shall be participatory

Communities, and as wide a range of constituents who constitute different communities, will be consulted and participate meaningfully in the development of all policies, programmes, strategies and interventions relating to their safety and the prevention of crime and violence at a community level. This includes different stakeholder groups, including, but not limited to, women, children and young people, and those living with disabilities.

Evidence globally has shown the importance of ensuring widespread community consultation and participation in the development and implementation of crime and violence prevention programmes, strategies and interventions. This is noted in the UN Guidelines on Crime Prevention, which states:

“... [T]he active participation of communities and other segments of civil society is an essential part of effective crime prevention. Communities, in particular, should play an important part in identifying crime prevention priorities, in implementation and evaluation, and in helping to identify a sustainable resource base.” (p. 111)

This widespread participation is increasingly important within urban environments as cities become more diverse in population, and as the specific and varied lived experiences of crime and violence of each of the different constituent groups within cities become more apparent and explicit. For example, women and girls have specific experiences of violence, and often face different risks to those of men and boys, while migrant and immigrant individuals often encounter particular forms and scales of violence not encountered by others.¹⁰ Children encounter risks that are unique to their age and development and that are associated with the specific spheres in which they live, including the school environment. In order to ensure inclusive safety for all within communities, representatives of all those

10 Viswanath, K. and Husain, S. (2010). “Gender-Inclusive Cities: Emerging findings from a multi-national project to improve women’s safety in public spaces”, in Shaw, M. and Carli, V. (2010). *Practical Approaches to Urban Crime Prevention*. Montreal: International Centre for the Prevention of Crime (ICPC); and Dagher, F. (2010). “Integrating Migrant Youth and Communities in Montreal”, in Shaw, M. and Carli, V. (2010).

within any community need to participate in the sharing of their experiences, and have space to identify their own concerns, risks and priorities.¹¹

Further, there is a growing evidence base of the effectiveness of participatory tools, such as community safety audits and community safety plans, in fostering the uptake and sustainability of community programmes and initiatives to prevent and reduce crime and violence in both public and private spaces.¹²

Principle 2: All strategies, programmes and interventions shall be inclusive and community-based and -owned

This means that, in any intervention, community members should play a key role in all stages of safety planning in their communities and have access to relevant information from all stakeholders. Communities have a wealth of knowledge on local factors, conditions, networks and relationships, and are well positioned to work with stakeholders to identify and prioritise safety needs and concerns. Furthermore, communities are critical partners in implementing local interventions.

Building on Principle 1 above, communities – and all the different constituents, networks and interests comprising communities – are critical partners in developing effective, sustainable and productive crime and violence prevention strategies and interventions that contribute to safer communities. The use of tools such as community safety audits and safety plans, and the development of local safety partnerships and structures, can ensure that strategies and interventions represent the safety concerns and priorities of different sectors of society, and that all feel a sense of ownership and belonging in that community and in working towards an inclusive, safer society.¹³

In particular, strategies, programmes and interventions should ensure that they are gender-sensitive, gender-inclusive and transformative. Community safety processes are the most effective and sustainable when the power of all within that community is leveraged and when as wide a range of voices as possible are represented meaningfully, including those of women and children. In accordance with the requirement under 3.3 below, to include active participation by all stakeholders, gendered power imbalances must be kept in mind and addressed so that women are able to safely voice their needs and experiences. Safety processes themselves can be transformative as women, and the gendered experiences of women, are recognised, given a voice, and led by women, thus assuring women an active role and space to participate in a meaningful way in community safety processes.¹⁴

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

12 See, for example, Soleil, H. (2010). "Guidance on Local Safety Audits: A compendium of international practice", in Shaw, M. and Carli, V. (2010).

13 Shaw, V. and Carli, M. (2010).

14 Diadema in Brazil and Bogota in Columbia provide useful examples as to how strategies that follow inclusive and community-based approaches can enhance a sense of ownership and, ultimately, safer outcomes for children and the youth, for women, and for the community in general. Similar approaches in Delhi and Mumbai, as well as in Rosaria in Argentina and Bogota in Columbia, have yielded some of the best examples of how effective inclusion of women and girls in the identification of safety concerns and priorities, and the development of specific safety interventions, can lead to positive safety outcomes for women and children within these sites, as well as to longer-term safety outcomes. See: De Filippi Jr., J. (2007). "The Experience of Diadema, São Paulo, Brazil", in Shaw, M. and Travers, K. (eds.) (2007). *Strategies and Best Practices in Crime Prevention, in Particular in relation to Urban Areas and Youth at Risk*. Montreal: ICPC; Women in Cities International. (2008). *Women's Safety Audits: What works and where?*; United Nations Human Settlements Programme. *Safer Cities Programme*. Nairobi; and Falu, A. and Segovia, O. (2007). *Ciudades para convivir: sin violencias hacia las mujeres*. Santiago: Editions SUR.

Principle 3: All strategies, programmes and interventions shall be rights-based

Crime and violence prevention policies, programmes, strategies and interventions should empower community members to assert their rights and to hold duty-bearers to account for failing to deliver on those rights. Specifically, approaches to crime and violence prevention in the region will adhere to the Universal Declaration of Human Rights (UDHR) (1948) and the African Charter on Human and Peoples' Rights (ACHPR) (1987).

Further, effective, participatory and inclusive crime and violence prevention is entrenched in a number of other international instruments and norms that speak to the rights of particular populations, including, but not limited to, the Convention on the Rights of the Child,¹⁵ the Declaration on the Elimination of Violence against Women,¹⁶ and the UN Guidelines for the Prevention of Juvenile Delinquency (the Riyadh Guidelines).¹⁷

Crime and violence prevention strategies must uphold the fundamental principles of non-discrimination, as enshrined in the Universal Declaration of Human Rights, and advocated for within the UN Crime Prevention Guidelines (2002). This applies to the consultation of all members of society, regardless of religion, citizenship, gender or sexual identity, culture or socio-economic status, in the design and implementation of crime and violence prevention policies, strategies and interventions, or in the provision of law enforcement and detection. The involvement of those constituents within society that are often excluded from consultation, such as children, the elderly, and people living with disabilities, is also imperative if crime and violence prevention policies and programmes are to be considered inclusive. For example, the importance of the inclusion of children in all matters relating to them, including within policies intended to keep children safe, is outlined within Article 12 of the Convention on the Rights of the Child, which notes that the voices of children are to be afforded due consideration in all matters and policies that relate to them, with due weight given to the age and maturity of the child (UNCRC, GA Resolution 44/25, 1989).

Crime and violence prevention strategies, and the role of the police and other state institutions or ministries within those strategies, are largely contingent on perceived accountability, transparency, and respect for the rule of law and human rights on behalf of communities and all those who constitute those communities.¹⁸ It is thus critical that all crime and violence prevention strategies, programmes and interventions are underpinned by respect for the rights of all, and particularly those most vulnerable and at risk of victimisation from any source within those communities.

Principle 4: Strategies, programmes and interventions shall be evidence-based

Policies, programmes and strategies should be based on a comprehensive understanding of the risks and priorities of a specific community, supported by reliable and verifiable data and information. Strategies and interventions should be based on empirical evidence of what works in preventing crime and violence, rather than responding with seemingly intuitive approaches (or knee-jerk reactions based on assumptions or emotions) that may cause harm or have no impact instead of achieving the desired safety outcomes.

15 *United Nations Treaty Series*, vol. 1577, no. 27531.

16 General Assembly resolution 48/104.

17 General Assembly resolution 45/11. Annex.

18 United Nations. (2021). "Draft Kyoto declaration on advancing crime prevention, criminal justice and the rule of law: towards the achievement of the 2030 Agenda for Sustainable Development. Fourteenth United Nations Congress on Crime and Violence Prevention and Criminal Justice". A/conf.2.3.4/L.6.

In the past, crime and violence prevention initiatives have drawn on what is often perceived as logical or intuitive decision-making and thinking, rather than drawing from measurable evidence of what works. This led to the widespread uptake of programmes which have subsequently been shown repeatedly to not yield the desired safety outcomes, with a related massive loss of money.¹⁹ Indeed, what are often seen as “intuitive” programmes may in fact result in increasing crime and a lack of safety, rather than the converse. One example of this is the Scared Straight Programme rolled out in many parts of the world. This programme has repeatedly been shown to increase the risk of offending for participants, rather than reducing offending.²⁰ Over the past two decades, an increased focus on strong evaluations and programme design of crime and violence prevention, interventions and strategies has increasingly been used to inform policies, strategies and programmes, leading to the investment of often scarce government and other funding in programmes that are most likely to yield positive outcomes for safety, based on rigorous data and information.²¹

Evidence-based crime prevention ensures that the best available evidence is considered in the decision to implement a programme aimed at preventing crime and violence.²² There is now a substantial body of knowledge and evidence on what works in preventing crime and violence, and this is constantly being added to and tested in different contexts and environments to ensure validity.

Principle 5: Strategies, programmes and interventions shall be systems-based

Community members should be treated as participants within a broader social system that is multilayered and complex and composed of different actors and conditions which interact with one another and have both direct and indirect effects on the people within the system. When developing policies, programmes, strategies and interventions, different actors within the system must be brought together to create multisectoral responses to address the complexities of crime and violence.

Crime and violence are now commonly recognised as a complex and systemic challenge requiring a combination of short-, medium- and long-term strategies and approaches, involving all sectors of society, that collectively seek to reduce and mitigate risk while fostering and promoting resilience.²³ As laid out in the United Nations Guidelines for the Prevention of Crime, cooperation and partnership, not only between state and community, but also between and within state and government structures and institutions, is required. This is also necessary in order to achieve inclusive and safe societies, and to effectively address crime and violence.²⁴ Crime and violence prevention programmes and strategies should integrate, and be integrated into, all policies and programming that address housing, education, health, employment, poverty, social marginalisation and exclusion.²⁵ Examples of the efficacy of such approaches can be found in several cities and countries, but are perhaps best evidenced in crime and violence prevention programmes in Brazil²⁶ and Medellin in Columbia.²⁷

19 Welsh, B.C. and Farrington, D.P. (2005). “Evidence-based Crime Prevention: Conclusions and directions for a safer society”. *Canadian Journal of Criminology and Criminal Justice*. April 2004: pp. 337-354.

20 Finckenauer, J.O. and Gavin, P.W. (2000) *Scared Straight: The Panacea Phenomenon Revisited*. Prospect Heights, IL: Waveland Press.

21 Welsh B.C. and Farrington, D.P. (2005).

22 Welsh, B.C. (2007). *Evidence-Based Crime Prevention: Scientific basis, trends, results and implications for Canada*. Research Report 2007-1. Ottawa: National Crime Prevention Centre.

23 World Health Organization (WHO). (2002). *World Report on Violence*. Geneva: WHO.

24 UNODC. (2010).

25 UNODC. (2010).

26 ICPC. (2005). *Urban Crime Prevention and Youth at Risk: Compendium of promising strategies and programmes from around the world*. Montreal: ICPC.

27 United Nations Human Settlements Programme and Universidad Alberto Hurtado, Chile. (2009). *Guía para la Prevención Local: Hacia Políticas de Cohesión Social y Seguridad Ciudadana*.

Principle 6: Strategies, programmes and interventions shall seek to build the capacity of the police and other agencies in the region

Policies, strategies and programmes will endeavour to effectively respond to crime and violence prevention. Crime and violence prevention is relatively new to police work and, because of its intersection with many disciplines, is a complex task. The police must be well capacitated to fulfil a professional role. Further, the cross-border nature of many of the safety and violence challenges facing countries within the region require shared capacity, resources and approaches to ensure a consistent and uniform approach to preventing and responding to crime at a national level.

The importance of training and the capacity of both the police and crime and violence prevention partners is emphasised in the UN Guidelines on Crime Prevention, which note that governments should: provide professional development for senior officials in relevant agencies, including the police; foster partnerships between universities and educational institutions and police agencies; and work with educational and professional bodies to develop certification and professional qualifications.²⁸ Partnerships between law enforcement agencies and academia and other research institutions, to build the capacity of police officials, have been shown to work effectively in different regions of the world, including in South Africa, Australia, the United States, Mexico, Brazil, Chile and Canada.²⁹

Given that effective crime and violence prevention is predicated on a whole-of-society or systems-based approach, training and capacity-building of non-state actors are required. This includes the capacity-building and equipping of community and other civil society institutions and structures to recognise their role within local crime and violence prevention programming, based on global, regional and local evidence of what works, and to actively engage in community crime and violence prevention initiatives. There is substantial evidence that local-level capacity-building is most effective when contextualised within existing dynamics and capacities, and where local resources and assets are equipped to sustain capacity-building in the long-term, rather than relying on external support.³⁰ This includes the adoption of train-the-trainer methodologies and longer-term mentoring and support for local-level institutions. Training at regional and national level to support local-level institutions and capacity can further entrench this capacity at a local level and enhance the successful outcomes of the training.

28 UNODC. (2010). (p. 41).

29 UNODC. (2010). (p. 42).

30 UNODC. (2010).



GUIDELINES

Building on the principles above, the Guidelines consist of six components: the objective, approach, methodology, structures, application, and monitoring and evaluation.

1. Objective

The objectives of these Guidelines are to:

- 1.1 **promote** regional collaboration, cooperation and coordination on all matters relating to crime and violence prevention, and the promotion of safety at a national and regional level, to establish mechanisms to facilitate this collaboration, and to receive regular reports from Member States and institutions on progress made.
- 1.2 **establish** a common and evidence-informed framework to promote a whole-of-society approach to preventing and responding to common crimes, as well as common aspects of crime, violence, and threats to security unique to the region and countries within the region.
- 1.3 **guide** the implementation of community-owned, participatory and rights-based models of crime and violence prevention inherent in effective, evidence-driven and rights-based safety outcomes.
- 1.4 **promote** regional, national and local recognition of the social and economic challenges driving crime and violence within the region that fall outside of the scope of traditional policing and criminal justice system mandates and responsibilities.
- 1.5 **facilitate** the identification of, and response to, both common and diverse social and economic factors driving various manifestations of crime and violence within the region, including organised crime and terrorism, firearms trafficking (especially relating to small arms and light weapons), financial crimes, environmental crimes, drug trafficking and abuse, human trafficking, cybercrime, and other violent crimes and property crime.
- 1.6 **build** the capacity of all criminal justice actors within the region, and at the national level and locally, to identify effective strategies, engage communities, and formulate and implement effective implementation plans.

- 1.7 **integrate** crime and violence prevention dialogue into the economic and social functions of all relevant ministries, departments and units within Member State governments.
- 1.8 **develop** common reference points to assist in the review by members of national and regional legislation and policies, and to identify and remedy any legislative and policy gaps.
- 1.9 **implement** regional priorities by promoting the domestic implementation of East African protocols, including the Protocol Relating to the Establishment of the Peace and Security Council of the African Union (2001), the East African Community Protocol on Peace and Security (2013), the Nairobi Protocol for the Prevention, Control and Reduction of Small Arms and Light Weapons in the Great Lakes Region, the Horn of Africa and Bordering States (2004), the Protocol on the Establishment of a Conflict Early Warning and Response Mechanism for IGAD (Intergovernmental Authority on Development) Member States (CEWARN) (2002), and interventions associated with the AU Agenda on Silencing the Guns.

2. Approach

Crime and violence prevention practice will be served through:

- 2.1 The common recognition by Member States and government agencies that good governance, including, but not limited to, democratic, accountable structures and adherence to the rule of law and democratic, rights-based principles, underpins the success of all crime and violence prevention initiatives.
- 2.2 Promoting an approach that draws on a reappraisal of security-focused state responses to crime and violence prevention within the region by recognising the limits of such approaches in adequately and sustainably addressing crime and violence in all forms, from interpersonal crime and violence to pathways into violent extremism, across the region, to embrace a developmental stance to prevention and response.
- 2.3 Encouraging a whole-of-society, systemic approach to preventing crime and violence in all its manifestations. This requires that all stakeholders, particularly those within government, are guided by a broader national strategy or programme that supersedes the individual sum of the parts of any approach to crime and violence.
- 2.4 Motivating all government agencies, as well as all other actors, to contribute to the development of, and endorsement and adoption of and commitment to, the realisation of a common national approach to the prevention of, and response to, crime and violence from a developmental perspective. A common approach can be encompassed in a national plan. National plans provide a platform for convergence in identification, prioritisation and allocation of resources across state agencies and civil society partners.
- 2.5 Ensuring all approaches and methodologies adopted in preventing crime and violence are inclusive, consultative and participatory, rights-based, multisectoral, and community-owned. Any regional, national and local policies, strategies, programmes and interventions should therefore reflect these in their development, approach and implementation.
- 2.6 Recognising that just as crime and violence impacts on the realisation of development goals for states and the region, so any approach to preventing crime and violence, in any form, must place development at its centre.
- 2.7 Noting that any crime and violence prevention approach must be cognisant of any centre-periphery divide. Economic growth often concentrates wealth and services within urban

centres, thus increasing vulnerabilities and risks associated with crime and violence in all forms for particularly excluded, marginalised and rural communities.

- 2.8 Ensuring that any policies, strategies, programmes and interventions reflect the imperative to address the multiple social, economic and structural drivers of crime and violence at both a state and regional level. This applies to the prevention of all forms of crime and violence, including those identified as priorities for the region, ranging from organised crime and extremism to interpersonal violence and crime and property crime.
- 2.9 Recognising the necessity to adopt a combination of primary, secondary and tertiary prevention in order to effectively address crime and violence. These approaches should be seen as complementary rather than exclusive, and adequately represented in any national or regional planning.
- 2.9.1 **Primary prevention** refers to addressing the upstream determinants of crime and violence, most usually reflected in those factors that contribute to the likelihood of criminal, antisocial or violent behaviour developing. Primary prevention is often universal – it addresses entire populations rather than specific, identified populations – and may involve a range of interventions across different stages of an individual’s development. Examples of primary prevention interventions include: early intervention programmes targeting young children and their families, such as preschool enrichment and other early childhood development (ECD) programmes, home visitation programmes or school-based social development programmes; enhancing parental or caregiver involvement and support; strengthening communities; changing cultural norms; reducing income inequality; or improving social welfare systems.
- 2.9.2 **Secondary crime and violence prevention** refers to policies, programmes, strategies and interventions specifically targeting identified populations, communities or individuals who are at risk of becoming perpetrators, or victims of, crime or violence, by implementing early intervention programmes and services. Programmes for vulnerable groups in these communities should be prioritised, especially developmental and therapeutic services for victims who have been exposed to the risk factors for crime and violence.
- 2.9.3 **Tertiary prevention** refers to policies, strategies and interventions that target those already in contact with the criminal justice system, such as offenders, to prevent reoffending through diversion programmes, rehabilitation and re-entry into communities. Tertiary prevention also refers to services and interventions to support victims of crime and violence, such as trauma counselling or support services (including victim empowerment programmes).
- 2.9.4 Primary and secondary prevention approaches are increasingly being documented as critical to the strengthening of protective factors for children and young people at risk of recruitment into armed violence and extremism, as recruitment into these forms of violent activities exploit the same risks and vulnerabilities that exist at individual, family and community levels. These interventions should thus be seen not as distinct to property and interpersonal crime or violence prevention, but rather as important aspects of preventing all forms of crime and violence.
- 2.10 Recognising that national and regional policies, programmes and strategies should be formulated on the basis of a comprehensive diagnostic and understanding of the risk factors within communities, populations and states. These policies, programmes and interventions should seek **to reduce risk, enhance protective factors, and foster resilience**.
- 2.10.1 **Risk factors** refer to those factors that collectively increase the likelihood of crime or violence occurring. Risk factors exist at an individual level, at a family and relationship level, at a community level and at a structural level, and may intersect across these different spheres.

- 2.10.2 **Protective factors** are those social, economic and structural factors that can be fostered to enhance resilience to crime and violence and to protect an individual from both perpetrating crimes and violence, and from victimisation. Like risk, protective factors exist at an individual level, at a family and relationship level, at a community level and at a structural level, and may also intersect across these different spheres.
- 2.10.3 **Resilience** refers to the capacity of individuals, households or communities to withstand, or to bounce back from, adversity or experiences of crime or violence, or those factors that increase the likelihood of crime or violence occurring.
- 2.11 Adopting a conflict-sensitive approach to crime and violence prevention. Often the drivers associated with risk factors in respect of crime and violence have their origin in conflict. Interventions may inadvertently exacerbate conflict drivers if these are not identified and addressed. Programmes and strategies should undertake a conflict analysis and incorporate conflict management and resolution practices into their design.

3. Methodology

- 3.1 Prevention policies, programmes and interventions should draw only on evidence-based approaches to what works in preventing and responding to crime and violence. These Guidelines recognise that a substantial body of evidence now exists on preventing crime and violence and is available through both electronic and physical compendiums and collation by bodies such as the WHO, the UNDP, UN Women and the United Nations Children's Fund (UNICEF), as well as academia, and this should be used to inform, guide and support national and local programming. Where a strong body of evidence is lacking from the national academy, local knowledge and compendiums often exist within grey literature resting with civil society bodies.
- 3.2 Prevention practitioners should adopt participatory methodologies to ensure adequate consultation with communities, and to co-identify the particular experiences, priorities and risk factors that exist within communities, and for different constituents and populations within each community. Following from the Principles underpinning these Guidelines, it should be noted that communities are not homogenous, but rather represent different stakeholders and populations which may experience crime or violence differently or may at times have competing or diverging safety priorities. Participatory and consultative methodologies should be adopted to identify these priorities, and to provide a diagnostic of safety at a local level.
- 3.3 Consultation and participatory methodologies should prioritise active participation by all stakeholders and partners, with the drive to include as diverse a range of stakeholders at the community level as possible. Consultation is only effective when the voices of all stakeholders are heard and incorporated into processes and outcomes. This ensures that consultations are not dominated by those within communities who may be the most assertive or who are in positions of formal or informal power. Such power imbalances within a community may lead to insecurity and poor well-being and developmental outcomes for some constituents or collectives within any given community. This may require targeted capacity-building or community education of community structures and those voices within communities who are often excluded or marginalised due to a power imbalance, perceived or real.

3.4 **Community safety audits**

- 3.4.1 Crime and violence prevention planning must include comprehensive community safety audits at regular intervals to inform the development of local safety strategies, and to collect data on the experiences, priorities and voices of diverse communities relating to crime and violence. These should be led by local authorities in partnership with local community safety structures, where these are in place. Recognising the cost implications of undertaking safety audits, at-risk communities may be identified in which safety audits are conducted. Audits can be conducted on a rolling basis from year to year, based on crime and violence hotspots as identified by official police and other sources of administrative data (including hospital trauma data).
- 3.4.2 Safety audits should be participatory in nature and offer an important opportunity to engage community members in data-collection processes, as well as foster community ownership.
- 3.4.3 Safety audits may also, in those countries characterised by high levels of conflict and facing threats of violent extremism, be conducted through conflict-mapping and peacebuilding infrastructure-mapping; given the alignment and intersection of risk and protective factors for all forms of violence, these two processes should follow similar approaches and adhere to common principles as detailed in these Guidelines.
- 3.4.4 Safety audits should include a range of audit tools, including short surveys, community and hotspot mapping, and mapping of service delivery, ensuring data on the intersection and layering of crime and violence, and social and economic services.
- 3.4.5 Member States should ensure that, as part of the safety audits within any one community, the experiences and voices of all subpopulations or constituents are included, including, but not limited to, those of children, the youth, women, people living with disabilities, and non-nationals. Small and corporate businesses, any non-state security actors, and traditional and community leaders, as well as those responsible for social-service delivery, should also be included in the consultative process as part of the safety audit.
- 3.4.6 Data collected through the safety audit should be open and accessible to all those consulted and within the community, to ensure transparency and openness.³¹ The findings of the safety audit should be presented to all community members through the appropriate structures, and the endorsement of the community as a fair representation of the experiences and concerns of the community in relation to crime and violence, should be obtained.

3.5 **Community dialogues**

- 3.5.1 Crime and violence practitioners should endeavour to facilitate regular dialogues in communities prior to the development or implementation of policies, programmes, strategies and interventions in a specific area. Practitioners should also endeavour to ensure that a wide range of stakeholders participate in these dialogues, including members from the community, local government, civil society organisations, social-service providers, traditional leaders, faith-based organisations, local businesses, educators, healthcare workers, etc., to ensure that the safety needs and concerns of all affected groups are addressed and discussed.
- 3.5.2 Although the structure and format of each dialogue will depend upon the specific community, practitioners should endeavour to ensure that the following issues are addressed:
- a. Current risks in the community, which includes identifying hotspots for violence and criminal activity based on crime and violence statistics and information;

31 Recognition is accorded to the fact that some administrative data may be withheld from public dissemination due to strategic, tactical decisions on behalf of law enforcement agencies.

- b. Safety needs and concerns of vulnerable groups (which will vary depending on the community);
 - c. Current efforts to control and respond to crime and violence (i.e. by the police, local government, social-service providers, community organisations, etc.);
 - d. Limitations of current responses to crime and violence, including any problems/ issues that are being neglected (i.e. violence against persons with disabilities, drug and alcohol abuse, etc.); and
 - e. Suggestions for strengthening current responses to crime and violence, and improving community safety.
- 3.5.3 Dialogues should be conducted in a language that is appropriate for the community, and persons with disabilities should be provided with the means to participate on an equal basis with other persons.
- 3.6 Community safety plans
- 3.6.1 Practitioners shall, on the basis of community safety audits, dialogues, and official administrative data, facilitate the consultation, development and implementation of community safety plans. Community safety plans should by definition be developmental in nature, as well as adopt a whole-of-society, multisectoral and integrated approach to strengthening community safety and the required institutions involved.
- 3.6.2 Safety plans build on the crime and violence analysis undertaken in the safety audit, and provide an action plan that clearly details a shared vision, outcomes, and the individual roles and responsibilities for each constituent or stakeholder in the community towards achieving safety at a local level as a common good. Community safety plans should include what it is that is to be achieved at a macro level, a shared vision of safety for the identified community, and what needs to be done to get there, while identifying responsible parties to achieve that vision.
- 3.6.3 Safety plans shall provide detailed and time-bound priorities, interventions and activities to mitigate priority risk factors identified through the safety audit, and to enhance resilient and inclusive communities.
- 3.6.4 Member States shall ensure that community safety plans are aligned with and, where relevant, integrated into regional and national safety strategies and municipal, city or rural, and provincial development plans and strategies.
- 3.6.5 Like safety audits, safety plans are to be adopted and owned by the community in which they have been developed, with clear lines of accountability and reporting for implementation and delivery.
- 3.6.6 Safety plans will be reviewed and updated at regular intervals to reflect changing conditions and circumstances within the identified community, and progress made on the plan to date.

4. Structures for engagement

- 4.1 These Guidelines recognise that state legitimacy is a prerequisite for achieving peaceful, developmental and inclusive societies, with justice for all as articulated in SDG 16.1.
- 4.2 These Guidelines similarly recognise that state legitimacy is inextricably associated with the perceived capacity of the state to successfully address both developmental and security outcomes, to the degree that they both converge or diverge. This capacity is frequently undermined by the divergence of perspectives across safety and security, social welfare, or developmental and peacebuilding arms of government, and the accountability of each arm both to each other and to the people and citizens of each Member State. This is further exacerbated by the lack of meaningful citizen engagement and participation in prioritisation and decision-making.

- 4.3 Practitioners shall thus ensure that relevant structures and mechanisms are established to facilitate meaningful engagement, consultation, participation, and ownership of safety and developmental programmes, and through which government at local, provincial and national levels can be held accountable.
- 4.4 These structures shall ensure that that clear responsibilities and lines of accountability in accordance with human rights principles, are established to ensure effective implementation of policies, programmes, strategies and interventions.
- 4.5 Practitioners should establish both vertical and horizontal safety structures.
 - 4.5.1 At a local level, structures such as community safety committees or peacebuilding committees can be established to represent the interests and concerns of community actors, including local safety and security, social and economic officials and representatives, civil society, researchers and academics, and community representatives, including representatives from often marginalised or excluded voices in the community. These structures should play an active role in the undertaking of safety audits, dialogues and planning, and should act as custodians of the community-level safety planning process.
 - 4.5.2 At a district, regional and national level, inter-agency mechanisms should be established across the security, social and economic clusters within government to ensure inter-agency cooperation, coordination and accountability for the implementation of local, regional and national crime and violence prevention initiatives, and to ensure adequate financial and other resourcing of policies, strategies and plans.

5. Implementation

- 5.1 All partners, including government, individual agencies, development partners and civil society, should endeavour individually and collectively, where appropriate, to support community-driven implementation of crime and violence prevention policies, programmes, strategies and interventions by:
 - 5.1.1 establishing supporting partnerships with communities at different levels and across different structures;
 - 5.1.2 providing ongoing and active financial and human support, assistance and capacity to communities throughout all phases of the implementation process;
 - 5.1.3 coordinating national policies, programmes, strategies and interventions to complement and support implementation at the community level;
 - 5.1.4 establishing consultation and cooperation mechanisms in communities with various levels and spheres of government to ensure the integrated, effective and efficient delivery of services;
 - 5.1.5 building institutional capacity to support crime and violence prevention policies, programmes, strategies and interventions within communities through providing professional development and training for community leaders and relevant stakeholders, including government officials at the national and local levels; and
 - 5.1.6 encouraging universities, colleges and other relevant educational agencies to offer basic and advanced courses and training on crime and violence prevention methodologies and approaches in order to increase knowledge and improve the skills of professionals and practitioners.

6. Monitoring, evaluation and learning

- 6.1 Practitioners shall establish mechanisms for monitoring and evaluation of crime and violence prevention policies, strategies, programmes and interventions, and for learning from these monitoring and evaluation processes.
- 6.2 Monitoring and evaluation mechanisms, including mechanisms for reporting back on specific activities within specific time frames at community, regional and national level, shall be established.
 - 6.2.1 Data collection and data management mechanisms at local, regional and national level should be established. These should also allow for the open and transparent dissemination of said data for utilisation by crime and violence prevention partners. These data should ensure that reliable, timely and accurate data is collected at regular intervals that will allow an assessment of:
 - 6.2.1.1 Community experiences of crime and violence
 - 6.2.1.2 Community fear of crime and perceptions of safety
 - 6.2.1.3 Changes in social and economic drivers of crime and violence (including situational risk and protective factors)
 - 6.2.1.4 Community participation and engagement in crime and violence prevention initiatives
 - 6.2.1.5 Changes in administrative crime and violence data, including, but not limited to, official police statistics.
- 6.3 Communities should, through community safety committees or aligned community-based intersectoral safety structures, be active participants in the collection of monitoring and evaluation data, and in the analysis and utilisation of such data.
- 6.4 Data should inform the ongoing monitoring of progress against predefined milestones and progress indicators. Data collection should be undertaken at regular intervals (rather than at the end of a project, intervention or strategy) to allow for the assessment and amendment, where necessary, of planning and strategies. Where the desired safety outcomes are not being achieved and progress is not occurring, remedial or corrective measures should be formulated through a consultative process to better direct activities and resources in order to achieve the safe and inclusive communities envisaged.

7. Conclusion

- 7.1 EAPCCO members shall take steps to facilitate the domestication and implementation of these Guidelines at a national level, and to foster the required national, cross-national and regional relationships and networks required to enhance the impact of the Guidelines. These measures include:
 - 7.1.1 Reviewing national systems, procedures and measures required to fully implement the Guidelines with each Member State, and instituting appropriate measures within each state to align policies, systems and practice with the Guidelines.
 - 7.1.2 Taking active steps at a national level to popularise the Guidelines within both national police services and those ministries and departments identified as playing a significant role in preventing crime and violence, as identified within the Guidelines.
- 7.2 EAPCCO will:
 - 7.2.1 Support the development of tools to facilitate the implementation of the Guidelines.
 - 7.2.2 Regularly measure progress in the implementation of the Guidelines by reviewing state feedback and reports.

