

INTEGRATED SOCIAL CRIME PREVENTION STRATEGY

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ABBREVIATIONS

AFSSA	Action for a Safe South Africa
CJA	Child Justice Act (75 of 2008)
CBO	Community-based Organisation
CSIR	Council for Scientific and Industrial Research
CPRG	Crime Prevention Research Group
DOH	Department of Health
DSD	Department of Social Development
DUI	Driving under the influence of alcohol/drugs
ECD	Early Childhood Development
EPWP	Extended Public Works Programme
FBO	Faith-based Organisation
FAS	Foetal Alcohol Syndrome
FASD	Foetal Alcohol Spectrum Disorders
HSRC	Human Sciences Research Council
ISP	Intensive Supervision Probation
ISCPS	Integrated Social Crime Prevention Strategy
LSST	Local Safety Strategy Toolkit
NCPS	National Crime Prevention Strategy
NPA	National Prosecuting Authority
NGO	Non-governmental organisation
RBT	Random Breath Testing
SAPS	South African Police Service
SCPS	Social Crime Prevention Strategy
WHO	World Health Organisation

PART I



The Government of South Africa is committed to building better and safer communities and to the improvement of the quality of life for all citizens. It is for this reason that Government has identified the fight against crime and corruption as one of its key priorities.

This is based on recognition that crime and violence pose serious threats to democracy, freedom and the social fabric of our society. Acknowledging the serious challenges that crime and violence pose to development and the attainment of a better life for all, our government recognises that reducing the current levels and preventing future crimes is a responsibility of all levels of Government and the social partners in our society. The White Paper for Safety and Security (1998) defines social crime prevention as all efforts “to reduce the social, economic and environmental factors conducive to particular types of crime”. The Social Crime Prevention Strategy is based on the assertion that the causes of crime are complex and therefore successful prevention will require a range of appropriate approaches that are tailor made to address specific conditions.

The strategy is also premised on the principle that crime prevention is everybody’s responsibility. To be successful, initiatives directed at social crime prevention must be coordinated and linked with measures to address broader social challenges at community level. The main objective of this strategy is to identify and promote innovative partnership-driven ways of reducing the current levels of crime and preventing crime from taking place. This strategy will be implemented in line with other existing measures aimed both at tackling crime and addressing the underlying causes of crime and violence, such as the victim empowerment programme, substance abuse programme, child protection and community development programmes.

Priority issues in the strategy include community participation, implementing developmental and preventative diversion programmes, improving community safety, strengthening families, building social cohesion and improving the quality of life of all people. The implementation of this strategy is aimed at supporting government’s ongoing efforts to build better and safer communities that respect human rights and contribute to the government outcome “All People are and feel safe”. I look forward to working together with all our social partners in implementing this strategy to address crime and its associated challenges in a comprehensive and integrated manner.

A handwritten signature in black ink, appearing to read 'VP Madonsela'.

MR VP MADONSELA
DIRECTOR - GENERAL

EXECUTIVE SUMMARY

Preventing crime has been a priority for all government departments and culminated in the launching of the NCPS in 1996. The NCPS emphasises the prevention of crime, rather than entirely relying on the criminal justice process to arrest and convict offenders. It is also based on the idea that the South African Police Service (SAPS) alone cannot reduce crime. Communities, NGOs, CBOs, FBOs and the respective government departments are equally responsible for reducing crime.

The NCPS has laid a foundation that provides regulations to various relevant departments to develop strategies that are aligned to existing approaches so as to avoid duplication of services. In dealing with crime, more emphasis is placed on an inter-sectoral and comprehensive approach. The NCPS also provides guidance to individual stakeholders on different programmes, as it is the result of an extensive process of research and analysis, and has drawn on international experiences. The role and responsibilities of government departments is, however to deal with difficult conditions facing children, youth, men and women, specifically those that relate to criminal activity. Concerted efforts need to be directed at addressing the underlying causes of delinquency, violence and crime, rather than reacting to symptoms and emergency needs.

The provision of services, such as basic education, healthcare, job opportunities and recreation in rural and urban areas will contribute to children's early growth, development, functioning and progress in society. There is, therefore, a dire need to provide integrated and coordinated programmes through the guidance of the Integrated Social Crime Prevention Strategy. The rationale for developing and implementing the Integrated Social Crime Prevention Strategy is to enable the government departments to respond to crime-related issues in a coordinated and focused manner, specifically looking at issues causing crime. The strategy will also promote joint efforts for creating a common understanding and vision on how to combat crime, bringing together concerted interventions within government departments as crucial initiatives for social crime prevention.

Furthermore, the strategy aims to maximise the participation of communities and civil society organisations in the mobilisation and creation of a dedicated and integrated crime prevention capacity, aimed at conducting ongoing research and evaluation of departmental and public campaigns. The Integrated Strategy entails a professional and civil movement, governed and supported by respective departments, which enhances the self-defense capabilities of society. It is a set of objectives to curb the effects of the underlying causes of crime, reduce the risk of becoming a victim, raise the safety of the community as a whole, and thus improve quality of life and human rights. An integrated framework is also provided in this document to enable departments to fulfill their role and mandate of prioritising social crime prevention at all levels of intervention, as outlined in the Integrated Service Delivery Model (2005).

While more focus is placed on both primary and secondary prevention, tertiary prevention is also addressed to avert reoccurrences of criminal activities. Primary prevention refers to aspects that will address risk factors in the general population known to be associated with criminal trends, such as youth unemployment or lack of economic opportunities for women. It is aimed at strengthening and building capacity and self-reliance in a child within the family by providing public education and awareness campaigns, strengthening community-based responses and family preservation, and ensuring that children

remain in school. This includes the departments' aims of making social grants accessible to all those who qualify. The introduction of the Extended Public Works Programme (EPWP) is also one of the government's poverty alleviation programmes targeting unemployed young people and their families. The purpose of the EPWP is to create jobs with career paths and reduce unemployment in the long-term, while improving the quality of services.

Secondary prevention refers to aspects that target situations where people or neighbourhoods are particularly at risk, such as helping youth at risk, or providing extra public health nurses for teenage mothers in disorganised communities. Services delivered at this level make use of developmental and therapeutic programmes to ensure that children who have been identified as being at risk are assisted before they require statutory services, which are more intensive. **Tertiary prevention** refers to strategies that prevent recidivism by assisting with the social reintegration of offenders and other preventive mechanisms (reintegration programmes), as prescribed in Chapter 8 of the Children's Act (Act 41 of 2007).

The following prescripts were viewed as background for the development of the Integrated Social Crime Prevention Strategy (ISCPS): The Constitution of the Republic of South Africa (Act 108 of 1996); NCPS, 1996; White Paper for Safety and Security, 1998; White Paper on Local Government, 1998; White Paper for Social Welfare, 1997; Welfare Laws Amendment Act (Act 106 of 1997); Social Assistance Act (Act 13 of 2004); Regulations relating to the Social Assistance Act (Act 13 of 2004); Norms and Standards for Developmental Social Welfare Services; Strategic Plan 2008–2011; Ten-point Plan and many other sources listed in Annexure 'A' and the references. By means of in-depth research, extensive consultation and the framework, six strategic objectives were developed, which further channelled the development of a comprehensive and integrated action plan for government departments. **The following are the six strategic objectives:**

- Strengthening internal and external capacity to sustain better service delivery.
- Facilitating targeted collaborative partnership with other government departments and civil society organisations.
- Ensuring equitable and integrated site-based service delivery for local service providers.
- Promoting sustained institutional mechanisms in communities.
- Improving social fabric and cohesion within families.
- Ensuring investment in prevention and early intervention services with long-term benefits.

The six strategic objectives and programmes are condensed to serve as a premise for communicating an integrated mandate to individuals, families and communities, whereas the matrix identifies the roles and responsibilities of government departments. Given the magnitude of the demand of social crime prevention initiatives, the implementation of the strategy will be aimed at promoting the provision of an integrated service delivery approach to facilitate community safety and social crime prevention. In addition, capacity within government departments will be enhanced, in order to execute collective core functions through an integrated action plan, as outlined in Part 'B'. The Department of Social Development is the focal role-player to lead other departments to effectively and efficiently implement the Integrated Social Crime Prevention Strategy. Furthermore, the department of social development will also be responsible for facilitating development of the monitoring and evaluation mechanism for the implementation and indicators.

DEFINITION OF CONCEPTS

Community: A group of people living in the same area, having a common background and sharing the same interest within the society (The White Paper for Social Welfare of 1997).

Coordination: The regulations of diverse elements into an integrated and harmonious operation; synchronisation and integration of activities, responsibilities, and command and control structures to ensure that resources are used in the most efficient way, in pursuit of the specified objectives.

Collaboration: A recursive process, where two or more people or organisations work together in an intersection of common goals (White Paper for Social Welfare of 1997).

Cradle: A place or process in which something originates or flourishes (Oxford Dictionary).

Crime: The breach of rules or laws for which a governing authority can ultimately make a conviction, by means of mechanisms, such as the criminal justice system. An act or omission prohibited and punished by law. Any act punishable under the criminal code, whether or not it has come to the attention of the police [(National Crime Prevention Strategy (NCPS) of 1996].

Crime prevention: Kaiser (1998) defines crime prevention as including "all those measures which have the specific intention of minimising the breadth and severity of offending, where via a reduction in opportunities to commit crime or by influencing potential offender and the general public". Strategies and measures that seek to intervene on and modify identified risk factors in order to reduce the likelihood that a criminal act will be committed. (Bratingham, Patricia et al., 2005); 'Crime prevention' is a strategy to deal with crime that emerged in response of the failure of the traditional 'crime control' and 'due process' models to effectively lower crime rates around the world (NCPS, 1996).

Family: A group of people living together and functioning as a single household, usually comprising parents and their children. Whereas the Department of Social Development (DSD) Draft Green Paper for Families defines family as the core of society, which is integral to the general well-being of individuals in relation to their psychosocial, emotional, physical, spiritual and economic needs..

A well-functioning family provides members with emotional, social and material support that is sustaining throughout life. It is also a cradle from which the values and norms of a society are transmitted and preserved. An Integrated Social Crime Prevention Strategy (SCPS) defines family as any unit that will provide for the needs and protection of children and all its members.

Indicator: Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention and to help assess the performance of an intervention (Organisation for Economic Co-operation and Development, 2002).

Nurture: The act of nourishing or nursing provision of tender care, education and training. It is breeding, bringing up, fostering, raising, rearing, upbringing and helping someone grow up to be an accepted member of the community.

Objective: A statement of specific results to be achieved over a specified period of time. Objectives are generally set at a lower level and in a shorter term than goals.

Prevention: An act or approach to reduce and eliminate the number of any hazardous activities, in order to increase protection and safety.

Programmes: A purposeful and structured set of learning experiences that lead to prevention, development and growth individual, family and communities (Children's Act,35:2005).

Social: Living together in communities relating to human society and its modes of organisation, which includes social classes; social problems; and any social issue. The term also refers to living together in organised groups or similar close aggregates (White Paper for Social Welfare, 1997).

Social cohesion: The reasonable and relative ability of the different members of society to work, live and survive together. The term indicates the predominant existence of collaborative and communal relationships within the social entity. Social cohesion further denotes a discernible social or national identity, characterised by harmonious diversity, in its efforts to strengthen human dignity and social rights that underpin it through various targeted actions (White Paper for Social Welfare, 1997).

Social crime: All criminal and violent activities provoked by social factors that create an unsafe society, and prevent the restoration of social cohesion and social fabric. This phenomenon takes place in a society and in areas where a general breakdown of social fibre, values, morals and principles exists, leading to further breakdown in respect and responsibility of citizens and families. In addition, it refers to anti-social behavior, which violates rules and norms of society and prevents the realization of social cohesion and resilience in families (National Consultative Workshop, 28:2010).

Social crime prevention: Social Development sector defines social crime prevention as a way of strengthening social cohesion and social fabric, by encouraging and empowering individuals, families and communities to participate in their development and decision-making (National Consultative Workshop, 28:2010).

Furthermore, these are all areas that contributes to a safer society through improving individual attitudes and actions, based on respect for the rule of law and shared core values, commitment to strong social fabric, and a healthy, caring and peaceful lifestyle for individual, family and communities. In other words, social crime prevention means interventions designed to modify the risk factors among individuals or groups of individuals (as opposed to situations or places) by using psychological, sociological or community-oriented measures. (National Consultative Workshop, 28:2010).

Society: A structured community of people bound together by similar traditions, institution or nationality.

Strategy: A carefully devised plan of action for preventive initiatives to achieve a set of objectives, or the art of carrying out those initiatives.

Violence: Physical force exerted for the purpose of violating, damaging, or abusing.

PART 2

I. INTRODUCTION

“Social Crime Prevention includes all actions and interventions that contribute to a safer society, in support of law enforcement and crime combating initiatives”. It also aims to build on the foundation of family to strengthen communities with a vision of a peaceful and safe nation, free from fear and with the enactment of human rights for all (International Centre for Prevention of Crime: 1997). The White Paper for Safety and Security 1998 further defines social crime prevention as all efforts “to reduce the social, economic and environmental factors conducive to particular types of crime”. Similarly, the International Crime Prevention Centre (ICPC)¹ defines social crime prevention as: “Anything that reduces the delinquency, violence, and insecurity by successfully tackling the scientifically identified causal factors.” For the duration of the implementation of the National Crime Prevention Strategy, a number of gaps were identified. These included an increase in the number of persons entering the criminal justice system; insufficient integration of short and long-term strategies; insufficient high and positive impact on priority areas; minimal participation by civil society organisations; insufficient intersection between the prevention pillars and priority crimes; and an unqualified approach towards the development and implementation of national programmes. Consequently, the Social Cluster mandated various government departments to develop their specific crime prevention strategies in alignment with the NCPS.

Further to that, the Department of Social Development was requested to facilitate the development of a framework for the management and implementation of social crime prevention in government. The objective of this task was to incorporate the management and implementation of social crime prevention within the existing strategic management framework at national, provincial and local level. In addition, the Social Cluster assigned DSD to prioritise the development of the Integrated Government Social Crime Prevention Strategy, in consultation and collaboration with other government departments and civil society organisations, by 2010. In pursuing the process of developing the strategy, the Department of Social Development in collaboration with other government departments and civil society organisations undertook an intensive study, with the assistance of experts on research into crime and social crime prevention initiatives at the Council for Scientific and Industrial Research (CSIR). The primary focus of the research was to review and analyse the existing social crime prevention prescripts, legislation and methodology, as well as to define social crime prevention and conduct in-depth consultations with respective stakeholders. **The process was then divided into three phases:**

1. Completion of the literature review and the final research document
2. Development of the Integrated Social Crime Prevention Strategy framework
3. Development of the Integrated Social Crime Prevention Strategy.

Furthermore, the process necessitated the following engagements: extensive research; provincial and national consultations; and alignment of every activity with the relevant prescripts. These processes assisted in increasing the impact and scope of the applicability of the Strategy. The information compiled through direct and indirect consultations was analysed to produce findings aimed at addressing the framework’s recommendations. In addition to the activities, the research findings were also distilled into six objectives that led to the development of an Integrated Social Crime Prevention Strategy. The development and finalisation of the Strategy is crucial in enabling the departments to address crime-related issues in a coordinated and focused manner targeting all issues causing crime.

¹ International Crime Prevention (ICPC) 1997. Crime Prevention Digest: Successes, benefits and directions from seven countries. Canada.

2. PURPOSE

The role and responsibility of the Department of Social Development and other departments is to provide services to vulnerable groups within the society, which includes amongst others the poorest of the poor, marginalized, ill, uneducated and disadvantaged groups.

More emphasis is on the South African Police Service's vision to "create a safe and secure environment for all the people of South Africa" meaning that it plays an integral role towards the creation of safe communities of opportunity.

Against this background, the government departments' critical role is to support these groups by providing programmes aimed at reducing criminal activities and violence. The motivational factors for developing the Integrated Social Crime Prevention Strategy are:

- to promote a comprehensive breakdown of the context and theories underpinning social crime prevention imperatives in South Africa
- to provide a structure of the six strategic objectives within which government departments & other stakeholders should address social crime prevention
- to provide services and programmes to vulnerable groups within society which aim to prevent and respond to criminal activity
- to support and strengthen the government departments services to mainstream the concept of social crime prevention
- to curb the effect of the underlying causes of crime and reduce the risk of victimisation
- to maximise the protection of community safety as a whole, thereby improving quality of life and human rights
- to contribute to economic development by securing operation of the market and reducing moral and material damage caused by crime
- to promote shared values within government departments, based on respect for the rule of law, and commitment to a strong social fabric, and a healthy and peaceful lifestyle
- to reduce the crime rate through empowering young people, victims, women and all vulnerable groups to address the root causes of crime
- to mobilise dynamic forces within communities by taking a long-term approach
- to provide strategic objectives that will channel the development of an integrated, inter-departmental action plan
- to increase the accessibility and coverage of programmes, services and interventions to ensure that as many target groups as possible are reached
- to improve the quality of responses to ensure appropriateness and responsiveness to the local context and target group
- to enhance the relevance or suitability of the services, interventions or programmes
- to work towards the sustainability and mainstreaming of responses and results emanating from social crime prevention efforts in communities and at local level.

3. BACKGROUND

All South African citizens are directly or indirectly affected by violence and criminal acts. There has been an increase in the number of children and young persons entering the criminal justice system, due to having committed serious offences or re-offences. Consequently, a high number of children are awaiting trial in correctional facilities, South African Police Service holding cells and the DSD secure care centres. According to the Crime Information Analysis Centre (CIAC) of the SAPS, there were 19 202 murders and 20 142 attempted murders in the recording period 2007-2008. In more than 80% of murders, the victim and perpetrator were known to each other; in more than 20%, they were related (SAPS 2008a).

In the Report on Component 2 of a study conducted by the Centre for the Study of Violence and Reconciliation (CSVR) for the Justice, Crime Prevention and Security (JCPS) cluster, released on 30 June 2008, a different picture emerged, however, with reference to the relationship between victim and perpetrator. In 53% of cases the relation was not recorded or is unknown; in 13%, the perpetrator was confirmed to be a stranger and in 15%, the victim and perpetrator appeared to be known to each other, although the relationship was unclear. The remaining 19% of cases where the relationship could be clearly defined included 9% in "outer circle relationship", 5% in intimate partner relationships and 5% in "other close" relationships.

Over the past decade, more than two million serious crimes have been recorded annually. Out of all the reported and recorded crimes, more than a third is violent crimes. The SAPS 2007/08 annual report reflects 33.0% of violent crimes, however, which is under one third of South Africa's recorded cases. These crimes include murder, attempted murder, rape, assault with the intent to inflict grievous bodily harm (assault GBH), common assault, indecent assault, aggravated robbery and other robbery.

Furthermore, the SAPS 2007/2008 annual report demonstrated an average of 18 487 murders, 36 190 rapes and about 14 201 vehicle hi-jackings in reported and recorded cases during the 2007/08 financial year. It is believed that crime is severely underreported and recorded, with an increasing number of people experiencing repeat victimisation. The majority of South African citizens are likely to have experienced or been affected by crime in the last ten years, either as a victim or as a bystander. The historical context for crime and violence is well documented by social theorists, including debates that approach the problem from a range of socio-economic disciplines.

Most commonly, researchers rely on a combination of theories and the following causal factors:

- A "culture of violence" exists, where violence is normative as the way to resolve conflicts and frustrations.
- Violence is an expression of anger and a means of asserting power.
- The legacy of Apartheid, where poverty, lack of access to services and opportunities, marginalisation and militarisation of men were contributory.
- The institutionalisation of violence during the apartheid years resulted in "communities steeped in chronic levels of violence".
- Exceptionally high levels of drug and alcohol abuse, and dependence exist.
- High levels of availability of guns. The perpetuation of violence, which is the product of untreated victimisation and trauma on a grand scale.

- Disintegration of families
- Lack of discipline by parents
- Absent parents (particularly fathers)
- Unemployment
- Changing roles within families (Child-headed households)
- Moral decay
- Poor academic performance
- School drop-out
- Peer pressure
- Media
- Entertainment.

An understanding of whether society is premised on love and nurturing, or not, is a crucial aspect when developing strategies to address the root cause of violent criminal behaviour. A fragmented and dysfunctional family is the starting point for neglect and abuse of vulnerable people, particularly children, the elderly, the disabled and poor women. Interventions for pregnant women and girls provide services at the earliest possible stage to access the family into which a child will be born.

Monitoring and evaluation of such interventions is an investment which will ultimately yield increasing and positive returns by preventing individuals, families and societies from being exposed to or involved in criminal and violent activities. It is, therefore, against this background that criminal and violent activities may sometimes cause anger, grief, sadness, a sense of loss, guilt, worthlessness, depression, an inability to look forward, lack of trust, extreme emotional swings and hopelessness.

The National Crime Prevention Strategy is primarily a short and long-term programme that is based on an ongoing programme of action to be implemented by a range of departments, in partnership with civil society organisations.

This includes the Four Prevention Pillars:

- Criminal Justice Process
- Community Values and Education
- Environmental Design
- Trans-national Crime

4. CONCEPTUALISATION

After the concept document was developed, the process was directed towards the development of the Strategy. Furthermore, the Strategy was brought into being by means of the government departments respective prescripts, supported by two main models which are the product of extensive experience in the field of crime prevention and the development of local crime prevention strategies, as well as primary and secondary research, consultations and involvement of civil society organisations.

The first model is the “breaking the cycle of crime and violence”² model, which focuses on understanding and contextualising the incidence of crime and violence. The second model is a practical, local safety strategy toolkit³ that provides a systematic process to develop local safety partnerships and strategies (CSIR Crime Convergence Model 2006; Du Plessis 2001; Simpson 1996).

4.1 UNDERSTANDING THE CYCLE OF CRIME AND VIOLENCE

Crime and violence are perpetuated in two kinds of cycles. The first cycle is the most immediate and obvious demonstration, for example, when someone is provoked, they react with violence. Boys are often socialised from an early age to use violence as a strategy to deal with victimisation and by the time they become men, it is often ingrained and habitual (Simpson 1996; Du Plessis 2001).

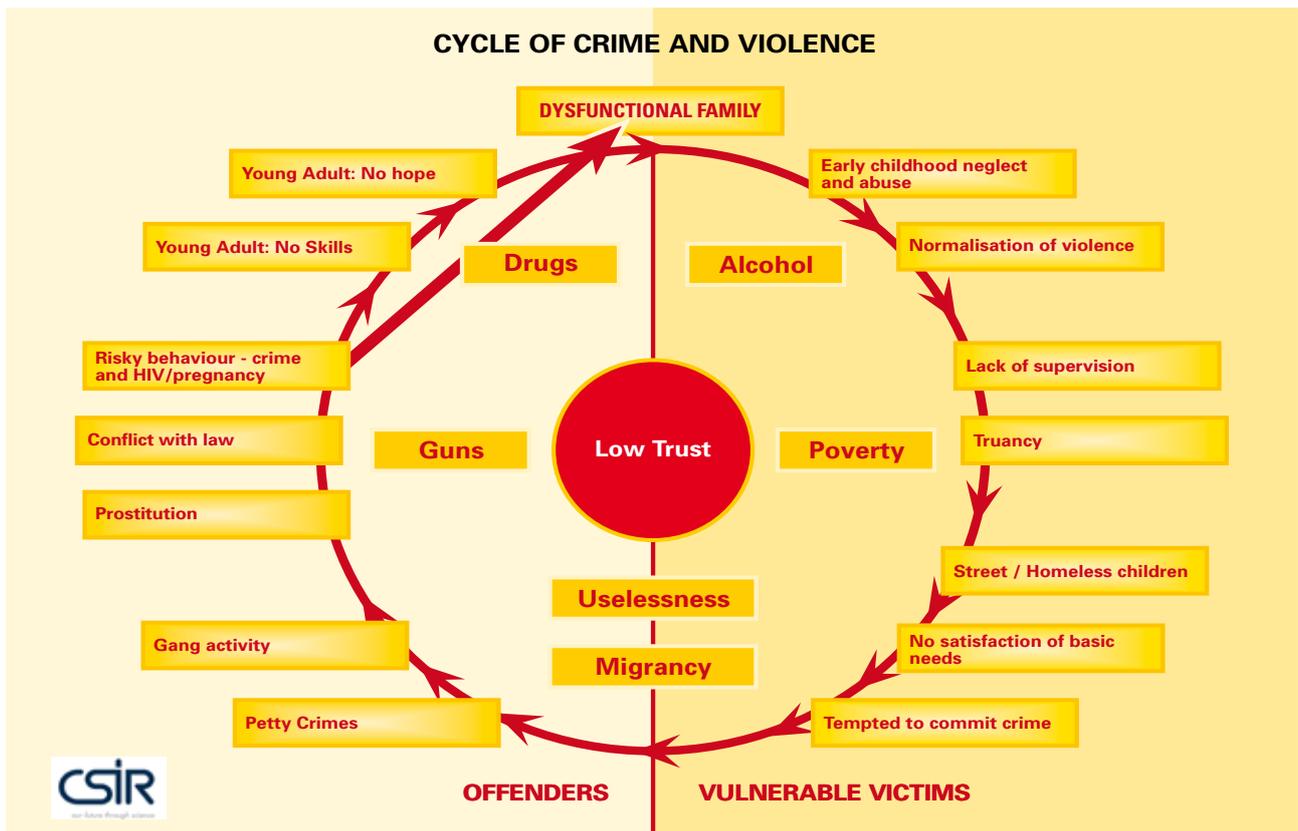
The second kind of cycle is perhaps more complex, yet equally damaging to the family, the community and society as a whole. This cycle is carrying on from generation to generation (CSIR Crime Convergence Models 2006; Du Plessis 2001; Simpson 1996).

Violence is a part of daily life for many children who, from a very early age, are either directly victimised or abused or witness violence as a normal part of home or community life (Friedman 1998; Fraser-Moleketi 1998; Nel & Kruger 1999).

Mackey and Mackey (2003:63) indicated that the absence of a father figure, rather than poverty, was a strong predictor of violent behavior in young men. “There is a tendency for children from fatherless homes to be over-represented in categories of unwanted behaviour.

2 The “breaking the cycle of violence” model was developed by the CSIR in the course of conducting research for the SAPS in the Central Karoo 2003-2005

3 The Local Safety Strategy Toolkit is a product of the CSIR focused on understanding and responding to local safety challenges.



The diagram above illustrates the negative effect of crime and violence on children. Not all victims of violence will perpetuate criminal and violent behaviour. Research shows, however, that the overwhelming majority of violent offenders first experience violence as victims or as bystanders to violence (Barnes, Welte & Hoffman 2002; Simpson 1996). Many research studies make the connection between early childhood trauma and later aberrant or violent behaviour (Bartol 2002; Kurtz et al 2002). Strong connections and the plight of vulnerable children are often ignored, however, until they pose a threat to the rest of society. Once they become offenders, society demands a punitive response from the criminal justice system, as demonstrated in the model. (Palmary & Moat 2002 and Muntingh, 2003). The connection between poverty and crime is complex. Not all poor people commit crime, although deep poverty may drive some people towards criminality. Poverty also greatly increases vulnerability to crime and the impact of crime is often worse for poor people (World Health Organisation 1995; Emmett et al 2007).

Constant migration and subsequent pressure on scarce resources further destabilises poor communities and contributes to lack of safety. Substance abuse is rife in South Africa, with particular damaging consequences in poor communities, where levels of vulnerability are increased and poor children are at high risk of neglect and abuse. This makes the task of the government departments and civil society much more difficult, at the same time increasing the burden on both the health and criminal justice systems (CSIR Central Karoo Study 2006). According to the research paper by the South African Institute of Race Relations (2011) many children in South Africa are growing up in fractured families as a result of a number of factors that take a great toll on family life. Those amongst others include HIV AIDS, drug and alcohol abuse, poverty and unemployment. The paper also portrayed that in 2008, 859 000 children were double orphaned, 246800 paternal orphans and 624000 maternal orphans. Crime and violence were described as the prevalence of the paternal over the maternal orphans.

Further to that the research (South African Institute of Race Relations 2011) illustrated The International research conducted by Human research council (HSRC) on the impact of fathers on their children's development and growth which conclusively articulate the presence of a father figure to be a contributing factor to the child's cognitive, intellectual functioning and school achievements.

The report further emphasis that children who grew or grow without a father figure are prone to experience challenges and depression, specifically girls who grow up without a father are likely to have a low self-esteem, high levels of risky behaviour and a lot of difficulties in forming and maintaining romantic relationship at a later stage in life. Meanwhile boys are inevitably prone to display hyper- masculine behaviour such as aggression, violence and criminal activities.

Given the background, there is a necessity of the government departments to heed to call of breaking the cycle of crime and violence. This can be achieved through adhering to the integrated approach that inclusive of the social welfare services framework as outlined in the Generic Minimum Norms and Standards for Social Welfare Services (2011).

4.1.1 Breaking the cycle of violence and crime



In order to proactively break the cycle of crime and violence, government departments and the civil society are expected to make provision of a range of services and programmes to vulnerable and targeted groups. The underlying rationale is to make primary, secondary and tertiary prevention accessible and responsive to individual, families and communities that are at risk and already involved in violent and criminal activities.

The following services are currently provided by the government departments to individuals, families and communities:

Crime-awareness campaigns, the “Say-stop” programme, diversion programme assessments, the Ke-Moja programme, community development, youth development, the child protection register, substance abuse prevention programmes, HIV & AIDS prevention programmes, community reintegration, provision of social grants, early childhood development (ECD), support for pregnant women, domestic violence programmes, victim and support empowerment, crime prevention, crime perception management, effective and integration of boarder management, policing incidents of public disorder of security nature, combating corruption, investigation of crime, participating in the improvement of the criminal justice system, support in the investigation of crime and crime intelligence.

4.2 LOCAL SAFETY STRATEGY TOOLKIT (LSST)

The LSST was developed to continue to shape crime prevention knowledge and experience at local level in South Africa and beyond. It provides a process approach for developing and maintaining local multidisciplinary safety strategies and programmes. The LSST provides sets of tools, templates and instruments that can be used by officials to develop their own strategies. The LSST provides a useful framework for social crime prevention at local level.

4.3 CRIME PREVENTION AND A SAFE SOUTH AFRICA

The government departments have a responsibility to intervene at all key points in breaking the cycle of crime and violence model. According to the integrated service delivery model (2005), government departments should operate at all three spheres of governance to provide and ensure accessibility of services to the most vulnerable groups in society.

The point of departure is the interventions that should begin with the protection and nurturing of unborn and newborn children and continue throughout the lives of beneficiaries. Such interventions include the provision of social grants and poverty alleviation programmes, early childhood development programmes, and health and nutrition programmes.

In addition children should be protected through their school years and supported to develop self-esteem, make good choices and become useful members of society.

As young people approach adulthood, the departments should also intervene to encourage a healthy lifestyle, effective family planning and the development of essential parenting skills, and positive role models. In this way, the government departments support the strengthening of the nuclear family, communities and society a safe society.

This could be achieved by directing interventions on the key life stages as outlined in the (Generic Minimum Norms and Standards for Social Welfare Services, 2011). Those include children, youth, adults and older persons.

5. METHODOLOGY

The Integrated Social Crime Prevention Strategy was developed through an extensive consultation and research process. This process included:

5.1 A COMPREHENSIVE REVIEW OF LITERATURE AND POLICIES

It was important to review local and international literature to gather data on current practices and models in social crime prevention services. The literature review undertaken gave support to the development of the strategy, which covered the causes of insecurity, crime and violence, as well as reports of interventions useful to improve safety.

To solicit more data, studies documented as social crime prevention reports were also consulted. In addition, government department's' legislation and policies were reviewed and that assisted in building-up the research document.

5.2 AN ANALYSIS OF THE LEGISLATIVE FRAMEWORK

An analysis of data that was sourced out from various references and frameworks was conducted. This covered legislation relating to crime prevention, law enforcement and criminal justice procedures.

5.3 CONSULTATIONS WITH KEY STAKEHOLDERS

Extensive consultations were held with key internal and external stakeholders through individual interviews, and national and provincial workshops. These included workshops with provincial participants and national workshops with other government departments and service providers.

The workshops were facilitated to assist with the development of the vision for the Strategy and, subsequently, to engage with drafts of the strategy as it progressed.

5.4 FRAMEWORK OF THE INTEGRATED SOCIAL CRIME PREVENTION STRATEGY

The development of the framework was formulated based on the outcome of the literature review, legislative review and consultation processes, and presented as an outline of the mandates and programmes within DSD and other departments.

5.5 INTEGRATED SOCIAL CRIME PREVENTION STRATEGY

The finalisation of the strategy followed the acceptance of the framework by the government departments. The research and the framework were refined and a draft action plan developed to support the implementation of social crime prevention imperatives by government departments.

6. SITUATION ANALYSIS AND FOCUS AREAS

The concept of social crime prevention is promoted by the NCPS and the White Paper. The latter states: "Crime prevention and, particularly, social crime prevention, not only targets the causes of crime, but in the longer term, does so in the most cost-effective way. It addresses those factors that contribute to the occurrence of crime, and requires a focus on three broad and overlapping target groups or areas:

- Offender-based strategies focus on those known to be criminals, or thought to be at risk of offending, and aim to ensure positive behavioural change.
- Victim-based strategies focus on support for those who have become victims of crime by providing information aimed at minimising the likelihood of victimisation.
- Environment-based strategies aim at altering the social, economic and other related factors which contribute to the occurrence of crime."

To date, the key role-player in social crime prevention has been the SAPS Social Crime Prevention unit and the provincial departments of Community Safety. As this strategy reminds us, however, many of the government department's line functions have an obvious link to social crime prevention and many programmes contribute to the achievement of social crime prevention objectives. Notable among these is the victim empowerment programme in which the DSD has played a leading role for government and other stakeholders since the implementation of the NCPS in 1996. The formalisation of the Integrated Social Crime Prevention Strategy articulates rather than introduces the specific linkages between government departmental programmes and social crime prevention outcomes.

Accordingly, the focus of the government departments is on families; communities; social welfare and poverty alleviation; the care of vulnerable groups, such as the disabled, the elderly and children; support and empowerment of women and the development of youth, which are all inextricably linked to the achievement of social crime prevention in other departments. During the research process, consultations and analysis of the findings from the research document, 13 themes were identified as focus areas appropriate to DSD and other government departments' social crime prevention mandate.

That includes the following areas:

- Families
- ECD
- Social assistance and support for pregnant women and girls
- Child abuse, neglect and exploitation
- Domestic violence and victim empowerment programmes
- Victim support and dealing with trauma
- Community mobilization and development
- Dealing with substance abuse
- HIV & AIDS, and feeding and health programmes
- Social crime prevention programmes

- Extended public works programmes
- Schooling
- Prevention, reduction and law enforcement with regard to gun violence.

6.1 FAMILIES

A family is a group of persons united by the bonds of marriage, blood, adoption or cohabitation, characterised by a common residence (household) or not, interacting and communicating with one another in their respective family roles, maintaining a common culture and governed by family rules. Consultation regarding the definition of “family” took place countrywide as part of the developmental process of the draft South African National Family Policy (DSANFP). **This definition is in line with the AU Plan of Action on Families in Africa, (2004:1) which cites three dimensions of the family, namely:**

- A psycho-biological unit where members are linked together by blood ties, kinship relationship, personal feelings, and emotional bonds of its members
- A social unit where members live together in the same household and share tasks and social functions
- A basic economic production unit.

The HSRC Research report (2004:11) stipulates that families in South Africa are subject to tremendous change and that they continue to experience difficulties in fulfilling their social roles, due to the challenges they are facing. Dysfunctional behaviour within the family and the disintegration of family life impact on the well-being of family members and lead to moral decay in families, thereby affecting the fibre of society. This is particularly so where there are high levels of poverty and unemployment.

Due to the various aforementioned stress factors and challenges, vulnerable families and families at risk require government departments intervention. The strategy makes provision of services to families. Not only the risk factors, but also the strengths of the family should be taken into consideration to ensure that families are placed on a path that fosters self-reliance, which is indispensable in building strong and resilient families, especially among those families that are in need of intensive intervention.

The following programmes form the basis for services to families:

- Family strengthening as first priority
- Enhancing family resilience and family preservation
- Focusing on families at risk and providing care to vulnerable members
- Engaging traditional and religious structures
- Provision of social services
- Peace and security programmes
- Human rights and democracy advocacy
- Linking family strengthening to moral regeneration campaigns
- Growing the economy and sustaining human development
- Employment creation.

6.2 EARLY CHILDHOOD DEVELOPMENT (ECD)

Through providing stimulation, nutrition, protection and care, and health services to our children during the critical stages of their development, we make significant contributions to a safe society. Interventions such as the provision of ECD programmes increase primary school enrolments, enhance school performance, lower repetition and drop-out rates, and reduce child offences. ECD is a broad concept (Biersteker 2008). “Early Childhood Development encompasses an ideological and political struggle towards the creation of a society founded on human rights, which acknowledges the centrality of childhood in human and social development and children as individuals and citizens. It emerged out of the broader democratic struggle against apartheid, with the goal of addressing the lack of a nurturing, educative and supportive environment for the vast majority of South Africa’s disenfranchised children.

“Providing appropriate stimulation, nutrition, care and health services during this critical development period results in: increased primary school enrolment, enhanced school performance, lower repetition and drop-out rates, reductions in juvenile crime rates, reduced remedial medical and welfare costs, and improved economic and social productivity indicators.” (Department of Education 2001).

ECD is the processes by which children from birth to about nine years grow and thrive physically, mentally, emotionally, spiritually, morally and socially” (Biersteker & Kvalsig 2007:159). Frank (2005) writes that risk factors for children and youth, in relation to crime prevention, are family disruption, violence, poor parenting, poverty, inadequate housing and health conditions, poor schooling, truancy, school drop-out or exclusion, peer group activities and pressures, discrimination, and lack of training and work opportunities. He further emphasises that many of these risk factors are also associated with poverty and inequality. It is often difficult to distinguish between strategies that fulfil the basic rights (e.g. health and overall wellbeing) and those that prevent crime. Frank also notes the importance of broader measures to ensure the following:

- Children are provided with opportunities for fulfilling their basic needs, such as food, shelter and clothing.
- They are afforded safe and protective homes and neighbourhoods in which to grow up.
- They are afforded opportunities through education, support and nurturing, in order to fulfil their potential.

Dawes (2007) names three types of violence that children are exposed to. These include structural, political and interpersonal violence. Structural violence relates to a situation where the political and economic system excludes people from full participation in society, either by law or by the nature of the economic system. The implication for children is that the “survival, development, protection and opportunities of the poor child are likely to be severely compromised, particularly when there are inadequate welfare provisions”. The child support grant and free nutrition programmes in South Africa offset some of these implications, although more demands have been made on the DSD.

Dawes (2007) also emphasises that in South Africa, thousands of children who had been exposed to political violence were not able to attend school because of the loss of their family members. Amidst this violence, children learned that violence was an approach to solving conflict. He argues that this type of exposure to violence is deeply disturbing to young children and that many children live in communities in South Africa where violence is endemic. One survey conducted in a poor area in Cape Town showed that 70% of 8-year olds had witnessed violence and 47% had been victims of assault.

There is also a chronic shortage of clinical services and a SAPS study of recorded rape indicates that in 1998, 15% of South African rape victims were below the age of 12 years (prevalence: 130/100 000 of female children under 12 years) (Dawes 2007). A report by Wedge, Boswell and Dissel (2000) looked at key factors in the background of young offenders.

The report aimed to investigate the background of young men serving sentences for various crimes, ranging from theft to murder. The findings indicated that 25% of the interviewed young offenders had violent backgrounds, 8% had no father figure and 68% had experienced emotional, sexual or physical abuse, or a combination of both.

6.3 SOCIAL ASSISTANCE AND SUPPORT FOR PREGNANT WOMEN AND GIRLS

The Social Assistance Act (Act 13 of 2004) mandates the DSD and is aimed at providing for the administration of social assistance and payment of social grants, making provision for social assistance and determining the qualification requirements, ensuring that minimum norms and standards are prescribed for the delivery of social assistance, and providing for the establishment of an inspectorate for social assistance. The following are the grants that are made available, as outlined in the Act: child support grant; care dependency grant; foster child grant; disability grant; older person's grant; war veteran's grant; grant-in-aid and social relief of distress.

The Statistics South Africa (2008) indicates that 1 199 712 births were registered with the Department of Home Affairs in 2007. According to the South African Human Rights Commission (2007:7) teenage pregnancies account for a third of all births in South Africa. Berry and Guthrie (2003:21) state that teenage pregnancies continue to be high, with 35% of all teenagers having been pregnant or had a child by the age of 19. According to the Umsobomvu Youth Fund (2003:7), the average teenager in South Africa has sex for the first time at the age of 14. Some 20% of all young women who become sexually active become pregnant within the first month of sexual activity, with 50% becoming pregnant within the first six months.

A serious consequence of alcohol use by pregnant women is foetal alcohol syndrome (FAS). The alcohol a mother consumes during her pregnancy damages the developing brain, resulting in mental retardation. Children with FAS struggle to learn and reason. The syndrome also causes abnormalities in the nervous system, organs and limbs, and leads to characteristic facial features (Marais 2006: 8). According to the Department of Health (DOH) (2001), problems associated with FAS tend to intensify as children move into adulthood. These problems can include mental health problems, trouble with the law and the inability to live independently. The mother not drinking any alcohol during pregnancy can prevent FAS.

Parry (2005: 426) indicates that the levels of FAS in South Africa are the highest ever recorded. In research conducted in the Western Cape (Wellington) the prevalence of FAS among Grade 1 students was found to be 41–46 per 1 000 in 1997, rising to 65–74 per 1 000 in 1999. Providing support to pregnant women/girls includes teaching them to be better mothers, equipping them with the tools of new motherhood, helping them bond with their new babies, protecting them and their babies from conflict, violence and neglect, and preventing them from drinking alcohol, taking drugs or smoking cigarettes during pregnancy.

They should also be informed on how to access child support grants and on the choices they have to obtain an abortion or give the child up for adoption. If pregnant women/girls receive this support, it will ultimately prevent our young men from becoming criminals and relieve our young girls from the burden of unwanted pregnancies.

6.4 CHILD ABUSE, NEGLECT AND EXPLOITATION

Individuals with poor parental role models, or those who did not have their own needs met, may find it difficult to meet the needs of their children. Research shows that parents or caregivers, who were victims of abuse and neglect themselves as children, may be more likely to maltreat their own children.

Literature identifies six different types of child abuse: physical, sexual, emotional, structural, neglect and child labour. All are identified because of the deliberate harm caused to children and the specific negative consequences for children (Frank & Wesley 2008).

6.5 DOMESTIC VIOLENCE AND VICTIM EMPOWERMENT PROGRAMMES

The prevention of domestic violence plays an important role in breaking the cycle of crime and violence, because it will prevent violence from being normalised by individuals, families and societies. A South African research study by Jewkes et al (1999), conducted in three provinces and surveying 1 306 women aged 18–49, found that 19, 1% of women in the Northern Province, 26, 8% of women in the Eastern Cape, and 28, 4% of women in Mpumalanga had experienced physical abuse in their lifetime at the hands of their current or former intimate partners.

Another study, with a sample of 168 women from 15 rural communities in the Southern Cape, estimated that, on average, 80% of rural women are victims of domestic violence. A particularly notable statistic, however, is one revealed in research conducted by Abrahams, Jewkes and Laubsher (1999). In their sample of 1 394 male workers at three municipalities in Cape Town, it was found that more than 40% of the men reported to have physically and/or sexually abused their female intimate partners within the ten years preceding the study.

In an examination of intimate femicide in South Africa, Mathews et al (2004) highlight that one in every two women killed by a perpetrator that is known to her is killed by an intimate partner. Artz (2008) interviewed 365 victims of domestic violence to determine why they failed to return to court to finalise their protection orders and the following disturbing findings emerged:

- 65% of respondents reported physical abuse
- 15% of respondents had experienced sexual abuse or rape
- 38% of respondents reported economic abuse
- A staggering 85% reported having experienced verbal abuse
- 83% of respondents reported psychological abuse
- 40% of respondents stated that their abusers had threatened to kill them at some stage during their domestic relationship.

Research and literature on domestic violence acknowledge that, although to a lesser degree, women do play some role as perpetrators of domestic violence. The deadly nature of domestic violence becomes even more glaring when considered alongside the HIV/AIDS pandemic.

A study conducted by the Human Sciences Research Council (HSRC) in 2003 highlighted that HIV is generalised in the South African population, leaving no race, sex, age, province or locality unaffected. According to the UNAIDS 2006 report on the global AIDS epidemic, the HIV prevalence rate for South African adults between 15 and 49 years of age was 18,8 % in 2005, and it is further estimated that 5.3 million South African adults are infected with HIV.

Victims of domestic abuse, who are at a high risk of sexual violence, are at a particularly high risk of contracting HIV/AIDS. In abusive relationships, there is an imbalance of power, which sees the victims, mainly women, being largely unable to negotiate safe sex practices with their violent intimate partners. The pervasive and ongoing nature of domestic violence in South Africa should be viewed in the broader context of the country's exceedingly high levels of violent crime, in general. Given the high levels of crime and violence in the country, the notion of a "culture of violence" looms large. Many analysts have concluded that violence in the South African society has become normative and a widely accepted means of resolving conflict.

Researchers have argued that in communities characterised by widespread poverty and unemployment, as is the case in South Africa, there is likely to be a multitude of causes of friction between people on an interpersonal level. Studies have further revealed that alcohol and drug abuse are a critical facet of the problem of domestic violence and in South Africa, alcohol and drugs "interact with other internal dispositions and pathologies, such as feelings of low self-worth, the incidence of which is heightened as a result of other factors, such as weaknesses in the family, the legacy of racism, and the context of inequality". In addition, the proliferation of legal and illegal firearms in the country contributes greatly to the overall level of violence and the level of destruction it causes. Domestic violence contributes to the normalisation of violence. Disturbingly, violence in the South African context is widely viewed as an acceptable and valid means of self-assertion, and obtaining cooperation, respect and compliance from others.

6.6 VICTIM SUPPORT AND DEALING WITH TRAUMA

Crime and violence affect victims differently, but they all share the need for acceptance, safety, protection and information. Victims are often left with significant economical losses, serious physical injuries and psychological scars. The aim of victim support is to assist victims in dealing with emotional trauma, participating in the criminal justice process, obtaining reparation and coping with the problems associated with victimisation.

During 2007/8, the police statistics reflected that 2 048 788 South Africans were victims of crime, with over 600 000 survivors of serious contact crime (Burger & Boshoff, 2008). Supporting these police report statistics, the most recent victimisation survey indicates that almost 23% of South Africans were victims of crime between September 2002 and August 2003 (Burton et al, 2004), with 1% being victim to serious crime, such as murder, sexual assault or car hijacking. In comparison, the South African Stress and Health Study (Kaminer et al 2008) indicated that 38% of the sample representing the South African population had been exposed to violence, with men most commonly experiencing criminal and miscellaneous assault and women most frequently experiencing intimate partner violence, childhood physical abuse and criminal assault.

Childhood physical abuse was the second most common act of violence reported, having been experienced by 12% of the sample, with men and women reporting similar rates. The most common experience of violence for women (14%) was assault from an intimate partner (Crawford-Browne 2008). Sexual assault was reported by 3,5% of men in the sample, with a higher proportion of women reporting (5,33%) such violation.

The number of South Africans experiencing the feeling of being unsafe at night doubled between 1998 and 2003 and, in comparison to international rates, South Africans feel particularly unsafe. Clearly, fear of crime is not only a concern of the middle classes, as some sectors state. **The National Youth Victimization Survey of 2005 (Burton 2006:1-5) among young people aged between 12 and 22 years reported the following findings:**

- Some 42% of South African children and youth (roughly 4.3 million) were victims of crime or violence during the period September 2004 to September 2005.
- Young people are twice as likely as adults to be victims of at least one crime.
- Boys are more at risk of becoming victims of crime and violence than girls, with 46% of males reporting victimisation, compared to 37% of girls. Children between 12 and 14 years, and youth between 18 and 20 years, are most likely to be victims of crime.
- Some 17% of young people were assaulted in 2005. These assaults occurred mainly at school (26%), in the street near shops (21%), or at home (20%). Nine out of ten of the young people that were assaulted knew their attacker; most often from school or elsewhere in the community.
- 973 000 young people were robbed during the 12-month period.

These statistics speak of high levels of violent crime within South Africa, which particularly affect young people.

6.7 COMMUNITY MOBILISATION AND DEVELOPMENT

Community mobilisation is a capacity and community development process through which local groups or organisations identify needs, develop an outline of an action plan and then implement it (Caine 2008).

Expected outcomes are usually improvement in community well-being, access to services, improved safety and better schooling, among others. Community development is important, not just for preventing negative incidents, but also for promoting positive outcomes in the community to encourage harmony, wellness and healing on all levels: physical, mental, spiritual, cultural, social, economic and political.

The community development approach moves away from the usual approach to crime prevention, which involves addressing the results of crime through rehabilitation, community service orders, victim empowerment and substance.. The ISCPs should focus on promoting social cohesion, youth, families and groups at risk, as well as the implementation of socio-economic interventions to undercut the causes of crime.

The promotion of social cohesion most likely refers to conflict resolution, reconciliation and rebuilding the social fabric of our society by promoting institutions that are sources of "social capital". Interventions aimed at preventing youth crime and victimisation are seen as vital to effective social crime prevention. Social crime prevention should focus on economic upliftment and social development. The provision of more secure employment would affect crime (Ingrid, 2001: np).

6.8 DEALING WITH SUBSTANCE ABUSE

Successful prevention, reduction and treatment of substance abuse not only relieve poverty, but also reduce other evils, such as crime and violence, that are part and parcel of it. Prevention and reduction of substance abuse also contribute a great deal to the prevention and reduction of interpersonal violence, domestic violence, child abuse and neglect, and unnecessary deaths on the roads caused by driving under the influence of alcohol or drugs.

Furthermore, alcohol and drugs not only act as drivers of crime and violence, but also make victims more vulnerable to such acts and cause people (especially young people) to lose their inhibitions, and engage in all kinds of risky behaviour, including unprotected sex. Alcohol consumption is deeply entrenched in South African society.

Our annual per capita consumption is estimated at between 10, 3 and 12, 4 litres (including home-brewed alcohol) (Parry et al 2008), equating to expenditure of R41 billion in 2006, which translates to R16 out of every R100 being spent on alcohol. The country has one of the highest levels of alcohol consumption per drinker anywhere in the world. (Parry et al 2008; Rehm et al 2004).

Alcohol-related injury accounts for 7, 1% of all deaths which resulted in 1.1 million life years lost in 2000 (Parry et al 2008). Alcohol abuse is estimated to cost about R8.7 billion per year, equivalent to between 0, 5 and 1, 9% of the country's Gross Domestic Product (Benjamin 2006).

A strong link between alcohol use, crime and violence has been established (Rehm et al 2004; English et al 1995; Schultz & Rice 1991; Single et al 1998). In South Africa, 58% of homicide deaths and 57% of road-traffic accident deaths are associated with alcohol. This results in alcohol being the third largest contributor to death and disability after unsafe sex/sexually transmitted infections and interpersonal violence.

The three largest contributors to the burden specifically related to alcohol included homicide and violence (40% of alcohol's burden), alcohol use disorders (15%) and road traffic injuries (15%). Trauma units in Cape Town in 2001 measuring blood alcohol levels in patients, reported that more than one in three patients had levels of 0.05g/100 ml.

There are several indications that the abuse of alcohol along with other drugs plays an important role in driving the high levels of violence in South Africa. Demographic and Health Survey data suggest that alcohol use significantly increased the risk of being exposed to violence (Doolan 2006).

Alcohol abuse broadly gives rise to numerous other negative social impacts, for example, large numbers of school-age adolescents misusing alcohol leads to absenteeism, academic failure, increased likelihood of drug abuse and risky sexual behaviour. The net result is a constant stream of unemployed, unskilled, dependent young people, with few prospects outside a life of crime, or a crippling dependence on already stressed families and communities. There is, therefore, an urgent demand made on the DSD to address alcohol abuse as part of any successful community programme aimed at social upliftment or addressing violence and crime reduction.

6.9 HIV & AIDS, AND FEEDING AND HEALTH PROGRAMMES

There is an increase in the number of parents dying because of the HIV& AIDS pandemic. Consequently, a high number of children are left behind, which in most cases, results in child-headed households. Given the fact that the Department of Social Development's mission is to enable the poor, the vulnerable and the excluded within South African society to secure a better life for themselves, normal surrogate care has been made accessible, in partnership with the orphans themselves and all those who are committed to building a caring society. Orphans are provided with basic requirements, such as shelter, food, medical care, support, love and education. In addition, a number of community-based care initiatives are being established to address the plight of children affected by HIV & AIDS.

Furthermore, guidelines have been developed, in order to develop and implement approaches that effectively capacitate and mobilise children, families and communities to combat many of the effects of the HIV & AIDS pandemic; to ensure children who are affected by the pandemic will have access to integrated services that address their basic needs; to strive to address the immediate and urgent needs of affected children; to develop a long-term strategy that will prepare South Africa for future challenges; to establish an inter-sectoral strategy that will necessitate a pro-active response to the clientele, and link with and build on the existing government strategies, in order to bring about effective and common understanding responses to HIV & AIDS.

The government departments has also engaged in the process of developing an action plan. The rationale for developing the National Action Plan was to define the unique value-adding role of various stakeholders in addressing the social impact of HIV and AIDS. This is based on the premise that no single sector can successfully address the impact of the HIV and AIDS epidemic on individuals, families and communities.

The action plan comprises six strategic priorities that must be implemented by the DSD, in collaboration with other government departments and civil society organisations. **These priorities are:**

- to strengthen and support the capacity of families to protect and care for OVC
- to mobilise and strengthen community-based responses for the care, support and protection of OVC
- to ensure that legislation, policy, strategies and programmes are in place to protect the most vulnerable children
- to ensure access of OVC to essential services
- to raise awareness
- to advocate for the creation of a supportive environment for OVC, which engages civil society organisations and the business community to play an active role in supporting the plight of OVC.

Feeding and health programmes play an important role in a safe society, because they give children the necessary nutrition to stimulate their brains and enhance school performance. Malnutrition plays an important role in the behaviour of people, including disposition to violence, anti-social behaviour and crime. The promotion of a healthy lifestyle also contributes to a decrease in birth, under-five and maternal mortality rates and eases the effects and burdens that HIV/AIDS, TB and other diseases place on society. Various links between diet and a predisposition to violence, anti-social behaviour and crime have been reported in the literature. Problems with hyperactivity, impulsivity and short attention spans during childhood are known risk factors for becoming chronic offenders during adulthood.

It has been reported that adult criminals with a diagnosis of psychopathy are four times more likely to have a history of hyperactivity, impulsivity, attention and conduct problems during childhood (Benton, 2007). An interesting study was performed among adolescents, aged 13–15 years in nine developing countries, where the relation between healthy lifestyle behaviour and the risk of being bullied was investigated. The risk of being frequently bullied was higher among those who were also victims of violence and injuries, as well as those involved in risky behaviours (i.e. smoking, alcohol and substance abuse). Healthy lifestyle behaviour (i.e. regular physical activity; daily consumption of fruit and vegetables; hygienic appearance) decreased the incidence of being bullied (Turagabeci et al 2008).

Household food security is defined as a secure and permanent access to foods, sufficient in kind and amount to enable all individuals to live a healthy life. Hunger is defined as the mental and physical condition that comes from not eating enough food, due to insufficient family, community and economic resources. Overall, 52% of households experience hunger, 23% are at risk of hunger and only 25% are food secure (Labadarios D et al 2005).

6.10 SOCIAL CRIME PREVENTION PROGRAMMES (SCPC)

The Inter-Ministerial Committee's draft discussion document of 1996 defines diversion as the channeling of cases away from the criminal justice system on certain conditions. These conditions are usually the participation in particular programmes and/or reparation, where possible, whereas the Probation Services Act 116 of 1991, as amended, further defines diversion as a process by which a child who has been charged for having committed a criminal offence (s) is diverted away from the criminal justice system to programmes that are more restorative in nature and that hold the child accountable for his/her actions.

One of the advantages of diversion is that it prevents children in conflict with the law from being in contact with other more hardened criminals in the criminal justice system that may cause harm. It also prevents the stigma that goes with being arrested and convicted. Furthermore, effective diversion programmes reduce the risk of re-offending and address the causes of criminal behaviour. Pre-trial diversion from the criminal justice system has been part of the South African criminal justice landscape, particularly for children, since the early 1990s (Frank & Maaki 2008).

The practice was introduced into the system through the actions of organisations such as NICRO and Lawyers for Human Rights, which advocated for this practice to be utilised to remove as many children as possible from the criminal justice system, offering one mechanism for reducing the risks of harm to children. South Africa has a long history of utilising diversion for children. Diversion has become a cornerstone for the management of children that come into conflict with the law and is legislated in the Child Justice Act 75 of 2008.

Since the introduction of diversion in the early 1990s, there has been a substantial increase in the number and diversity of diversion programmes available in the system, and a significant increase in the number of children benefitting from this practice. Programmes have been increased to accommodate specific forms of risk, such as drug offences, sexual offences and more violent forms of offence. This has enabled a far greater range of offences to be directed away from the formal criminal justice system. It should also be noted that diversion may also be utilised for adults and is commonly used in the community courts in South Africa. The South African criminal justice system does not, however, make enough use of adult diversion, with the result that large numbers of people are directed into the prison system, often for very short periods of time.

Diversion has become central to criminal justice systems around the world because it has several advantages. These are outlined below. **Reduction of risks from the criminal justice system:**

- Diversion has the positive effect of preventing contact with others in the system that may cause harm to the person, as well as prevention of the stigma that relates to arrest and conviction.
- Crime prevention through intervention programmes:
- Diversion promotes crime prevention through creating access to intervention programmes. Those who are diverted from the criminal justice system may enter programmes intended to reduce the risk of reoffending.
- They may also engage in restorative justice programmes and processes, where they will be required to make amends to the crime victim. This may also result in crime prevention, as these processes often result in offenders developing a better understanding of the impact of the crime on the victim.

Reduction of numbers in the criminal justice system:

- Diversion has the added advantage of reducing the caseloads in the criminal courts and focusing the attention of police, prosecutors and magistrates on the more complicated cases relating to serious offences.

6.11 EXTENDED PUBLIC WORKS PROGRAMME (EPWP)

The EPWP was introduced as a government initiative to redress the legacy of exclusionary, differential implementation of policies and measures which were designed to disinherit and disempower people. These exclusionary policies resulted in re-enforcing social distress in communities. The impact is seen today with the high unemployment rate, resulting in a phenomenon where poverty is transmitted from generation to generation and there are individuals who have never known formal work or employment in their lifetime.

The government departments have so far managed to develop legislative policies and programme interventions dedicated to addressing the conditions that denied people access to assets, skills, opportunities and services. These interventions have included the provision of a government safety net delivered through the provision of grants, free basic services (social wage), community development income-generation projects and public employment initiatives. The latter falls mainly under the leadership of the Department of Public Works and is known as the EPWP. This programme forms an integral part of government's second economy and anti-poverty strategies.

The EPWP was viewed as a critical intervention that would complement government strategy directed at meeting the national (SA 2014) and international (Millennium Development) goals of halving poverty and unemployment by 2014. The goal was to create one million job opportunities during Phase I, and the timeframe for delivery was from 2004 to 2009. Four national departments were designated to lead the programme, each with a sector mandated to facilitate the implementation of EPWP: the Department of Environmental and Tourism, the Department of Public Works, the DSD and the Department of Trade and Industry.

The following are the EPWPs that are currently being implemented by the departments: ECD, home & community-based care and support, community safety, national TB control and management programme, data collection, school nutrition programme, maternal and child health, and mass participation.

6.12 SCHOOLING

School is the place where children spend up to two thirds of their waking hours. It is one of the two most significant spheres of influence in the developmental pathways of children. Safe schools contribute to the development of positive social skills, healthy relationships among peers, and between children and adults, sound educational outcomes, positive self-esteem, and a sense of identify and attachment.

Yet many schools are not safe places. Violence in schools can take many forms. Most commonly, violence refers to incidents of physical violence (often high-profile) that make it onto the radar of authorities, parents and the media (Burton 2008b). In reality, however, violence is comprised of a range of dimensions, such as physical violence (including corporal punishment); sexual abuse; sexual violence; neglect; verbal and emotional abuse; bullying; peer-to-peer, educator-to-peer or learner-to-educator violence; youth gangs; the use of weapons; harassment; stigmatisation, or any of the above on the way or from school. Much of the attention is focused on higher profile incidents involving weapons, which result in hospitalisation or some form of medical treatment.

As Debarbieux (2008) argues, however, it is not these high-profile incidents of violence that should be the primary focus of the DSC's attention, but rather the ongoing, smaller acts of repetitive violence that happen on a daily basis in schools, and which themselves have a profound impact on the development and well-being of children. Functional and safe schools contribute to the development of positive social skills, healthy relationships among peers, as well as between children and adults, sound educational outcomes, positive self-esteem and a sense of identity, and a sense of attachment to schools. All of these factors have been identified as critical in raising children that assume a positive role in society (Gottfredson et al 2002).

Within violent and hostile external environments, schools can also serve as a refuge and a place of safety for children. Conversely, the school can serve as an environment where negative behaviour is learnt, condoned and perpetuated. This includes violent behaviour, bullying (both psychological and physical), drug and alcohol use, and fear and distrust. School violence has two levels of impact. The first level is the direct impact on the psychological, physical and developmental well-being of the child. Exposure to direct and secondary victimisation to violence has a number of negative consequences on most children. These can include depression, poor self-esteem, disturbed eating patterns, lack of concentration, anxiety, sadness, feelings of isolation, fear, feeling humiliated by their experience, and/or developing an aversion to school (South African Human Rights Commission 2007).

Furthermore, specific educational and learning problems are more likely to be encountered. These include serious numeracy and literacy problems; inability to complete class assignments; poor performance in the classroom, control tests and examinations; high absenteeism and drop-out rates; and a general lack of motivation to succeed in school and beyond. The second level of impact is the risk of negative behavioural outcomes for the child. Children and young people who are exposed to violence at a young age are themselves more likely to engage in anti-social, criminal and violent behaviour as they grow older (Gottfredson 2001). Exposure to crime at a young age is one of the most reliable predictors of anti-social behaviour, particularly when matched with association with delinquent peers and a lack of adequate role-models. While most of the emphasis on violence within schools is on the experience of learners, educators are often as much affected, although the outcomes may be slightly different.

Educators are themselves both victims (direct and secondary) and, at times, perpetrators of violence within schools. In violent schools, in particular, many educators fear attending school, are unable to exercise any form of discipline in their classes and the quality of teaching is negatively impacted.

These arguments highlight the importance of addressing unsafe schools, both for the sake of the children themselves, and as a critical factor in dealing with long and short-term crime prevention and challenges to safety. Exposure to, and use of, alcohol and drugs is strongly correlated with anti-social, violent and delinquent behaviour. One third of secondary school learners in South Africa report knowing people who get high at school (32, 4%) and drunk at school (34, 5%), while over one tenth (12, 2%) of learners know people who use hard drugs, such as 'tik', 'sugars', crack or Ecstasy at school. It is common for shebeens, taverns and merchants to immediately border the school, with learners often visiting such outlets before, after, or during school. Principals frequently report difficulties in engagement with local authorities, local police and the community in their efforts to close down or relocate alcohol and drug sources within the vicinity of the school (Burton & Rambuda 2007).

The National School Violence Study shows that the primary drivers of violence within schools are firmly rooted in the generally violent environments in which children live outside the school. Victims and perpetrators of violence at schools report high levels of violence within their homes and communities, as well as easy access to drugs, guns and knives within their communities. Learners who have been exposed to some form of family violence are twice as likely to be victimised at school as those who have not been exposed to such violence.

6.13 GUN VIOLENCE PREVENTION, REDUCTION AND LAW ENFORCEMENT

Guns play a significant role in contributing to the lack of safety and feeling unsafe. The link between guns and violent crime in our society is very clear, even more so when taking into account the fact that guns are the second largest external cause of death in South Africa. The illegal Firearms Unit confirms that new guns currently entering the illegal pool in South Africa frequently originate from theft and loss from license sources. Between 1999 and 2003, more than 200 000 guns were reported stolen or lost by private owners. It is estimated that each gun in the illegal pool is used about eight times before it is recovered (Dube 2008).

Effective and trusted law enforcement or the lack thereof, plays an important role in our feelings and perceptions of safety/unsafety. One of the most important ways of reducing society's fear of crime is to restore its faith in the ability of law enforcement agents to deal effectively and efficiently with crime and offenders (Badenhorst 2008). An effective criminal justice system improves public confidence in the system's ability to create safer communities and prevent crime. It also inspires confidence among victims and witnesses, encouraging them to participate in the criminal justice process, which leads to increased arrests and convictions.

In addition, to ensure safety, individuals, families and communities need to co-operate with and participate in the criminal justice system, have confidence in the system and have access to it. If fear of crime is to be used as a barometer to measure the effectiveness and efficiency of law enforcement in our country, the fact that 62% of the participants in the 2007 National Victims Survey indicated that they felt very unsafe walking alone in their area after dark is a clear indication that our criminal justice system (law enforcement) needs urgent attention (Louw 2007). South Africans' fear of crime has constantly increased, with 25% feeling very unsafe at night in 1998 and 58% in 2003 (Tait 2007).

Despite the fact that police statistics show a decrease in the overall crime rate, 57% of South Africans are of the opinion that crime has increased in their area. Although it is widely accepted that amendments to the criminal justice system are not the only solution to the country's crime problem, the system has an important role to play in an integrated and comprehensive approach to crime reduction and prevention. One of the more serious consequences of the public's disillusionment with the ability of the state to punish those guilty of committing crimes is rising sympathy and even support for vigilantism, and crime victims taking the law into their own hands (Schönteich 2001).

The successful reintegration of offenders back into society has a significant impact on crime and public safety. The responsibility to help offenders to reintegrate not only lies with the criminal justice system and the families of offenders, but also with every member of society. Effective and adequate rehabilitation programmes are essential for a safe community. An estimated 7400 sentenced prisoners are released every month in South Africa, of which nearly 60% of them have served sentences of less than 24 months.

This is of enormous significance, as all prisoners sentenced to less than 12 months are excluded from receiving a sentence plan and, consequently, the services that should arise from this. A recent amendment to the Correctional Services Act increased this restriction to prisoners sentenced to less than 24 months' imprisonment. In dealing with returning prisoners, very little should, therefore, be assumed regarding the services they received while imprisoned. It would indeed be safer to assume that the majority of ex-prisoners received no services while imprisoned.

Even though a large proportion of released sentenced prisoners could be released on parole or under correctional supervision, research has found that little should be assumed about the extent of support they receive, in order to reduce the risk of re-offending (Muntingh 2008). Their knowledge of available resources is poor and they have received little preparation for their release. All indications are that parole supervision has been reduced to a policing function, ensuring that individuals abide by their parole conditions and neglecting the social dimension of post-release support.

The movement of sentenced and unsentenced prisoners through the prison system inflicts enormous instability on incarcerated communities without making a contribution to public safety. All indications are that the situation is exacerbated by adding to the social stresses that these communities are already experiencing. Few research studies have been conducted in South Africa on the applicable after-care strategies to be implemented for prisoners released on parole or under community services, but all indications are that the ex-prisoners return to the same communities, facing the same risk factors and with limited support to reduce the risk of re-offending. Even though the terms "rehabilitation" and "reintegration" are used, the approach adopted here will favour the notion of "offender re-entry".

Upon release from prison, sentenced and remanded detainees face a range of challenges in respect of re-entry. These can be understood as four dimensions:

- **Issues facing returning individuals:** Returning prisoners confront a range of personal issues that jeopardise their chances of succeeding in the community and not re-offending. Substance abuse, mental illness, lack of accommodation, being HIV-positive or suffering from Aids, being unemployed and having low educational qualifications are some personal challenges faced by released prisoners. Accessing services remains an ongoing challenge for released prisoners.

- **Impact of prisoner re-entry on families:** Returning parents may have to resume or start assuming the role of parent in a family set-up that often faces significant challenges. Families may, in themselves, be experiencing deep-seated problems and, therefore, have great difficulty accepting a family member or parent that has been in prison. The incarceration of a parent or close family member remains an important indicator for future delinquency among children.
- **Impact of prisoner re-entry on communities:** There is increasing evidence that certain communities, and indeed certain families, contribute disproportionately to the prison population and that high incarceration communities are destabilised in a variety of ways (Clear 2007). These communities suffer from unstable power relations, high teenage pregnancy rates and above-normal STI rates. The net effect is large numbers of predominantly young men circulating through the prison system on a continuous basis from these communities.
- **Challenges to prisoner re-entry:** “Returning prisoners confront a number of challenges that make it difficult for them to gain access to jobs, benefits or services that might assist their transition back into the community.” Unlike the USA, there are few barriers legally excluding release prisoners from state assistance in South Africa, but poor support services, stigma, uncoordinated services or absence of services to released prisoners and their families remain a significant problem.

7. LEGISLATIVE FRAMEWORK

The response by the South African government, in terms of policy, and legislative response to crime and crime prevention, is presented in a range of documents. These provide the policy framework and legislation according to which government action is taken and include:

- The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)
- The National Crime Prevention Strategy, 1996
- The White Paper for Safety and Security, 1998
- The White Paper on Local Government, 1998.

These documents provide the conceptual framework and begin to highlight the mandate of various government departments and levels of government in responding to crime and implementing crime prevention. The NCPS recognised the social and developmental causes of crime, as well as the need to involve a wide and inclusive range of government departments and civil society agencies in partnerships. The NCPS promoted an integrated justice system, in which the departments of Safety and Security, Justice and Constitutional Development and, where appropriate, the Department of Social Development Welfare (the lead agency for providing services to victims of crime, as well as for probation and young offenders) worked together in an integrated response to the need for criminal justice.

This approach was motivated by a prevailing lack of synergy among these departments that led to a constant transfer of blame from one to the other for low performance against criminal justice objectives and performance targets. The NCPS moved the approach away from reactive crime control to pro-active crime prevention.

The government departments derive their core mandate from the Constitution of the Republic of South Africa:

- Section 27(1)(c) of the Constitution provides for the right of access to appropriate social assistance to those unable to support themselves and their dependants.
- In addition, Section 28(1) of the Constitution sets out the rights of children with regard to appropriate care (basic nutrition, shelter, healthcare services and social services) and detention.
- Schedule 4 of the Constitution further identifies welfare services, population development and disaster management as functional areas of concurrent national and provincial legislative competence.

Legislation, policies and plans governing the mandate, functions and role of DSD include the following:

- The White Paper for Social Welfare, 1997
- Welfare Laws Amendment Act, 1997 (Act 106 of 1997)
- Social Assistance Act, 2004 (Act 13 of 2004)
- Regulations Relating to the Social Assistance Act, 2004 (Act 13 of 2004)
- Norms and Standards for Developmental Social Welfare Services
- Strategic Plan 2008 – 2011
- Ten-point Plan

The Departments have the following primary core functions:

- Management and oversight over social security, encompassing social assistance and social insurance policies that aim to prevent and alleviate poverty in the event of life cycle risks, such as loss of income, due to unemployment, disability, old age or death.
- Developmental social welfare services that provide support to reduce poverty, vulnerability and the impact of HIV and AIDS through sustainable development programmes, in partnership with implementing agents such as state-funded institutions, non-governmental organisations (NGOs), community-based organisations (CBOs) and faith-based organisations (FBOs).

There are also other policies, regulations, guidelines, plans, norms and standards have been developed and implemented to ensure effective fulfillment of the social crime prevention mandate of government departments, Annexure 'A'.

8. STRATEGIC FRAMEWORK OF THE ISCPS

8.1 VISION OF THE ISCPS

The vision is:

“A safe South Africa, safe communities, safe families and responsible individuals.”

8.2 MISSION OF THE ISCPS

The mission is:

“To apply a safety lens to all mandates of the Government Departments ; to lead where appropriate and collaborate with other sectors to fulfil the objectives of the strategy.”

8.3 STRATEGIC OBJECTIVES OF THE ISCPS

The six strategic objectives of the ISCPS are:

1. to increase internal and external capacity
2. to ensure equitable and integrated site-based service delivery for local service providers
3. to facilitate targeted collaborative partnerships
4. to promote sustained institutional mechanism in communities
5. to improve the social fabric and cohesion within families
6. to ensure investment in prevention and early intervention, with long-term benefits.

The institutionalisation of social crime prevention and the ISCPS will be attained through the achievement of these six umbrella objectives. Rather than attempting to address each of the 13 areas independently, the strategy has identified six key objectives for the delivery of the Integrated Social Crime Prevention Strategy, the achievement of which will individually and collectively address each of the 13 areas.

These objectives capture the overlap in intention and service delivery of government departments and, in so doing; they provide a thematic approach that cuts across the existing divisions in the Departments. The realisation of any or all of the objectives will achieve the key deliverables in the framework.

Similarly, the objectives are shared with other government departments and external partners, and provide a basis for the collaboration that is defined in the framework and should be captured in the monitoring and evaluation tool.

8.4 PRINCIPLES OF THE ISCPS

Batho Pele will guide the implementation of the Integrated Social Crime Prevention Strategy, with the principles of early intervention and investment in prevention receiving precedence.

In line with the developmental approach of the government departments, the following guiding principles apply to the ISCPS:

- **Participation:** There should be full participation by communities in social crime prevention interventions.
- **Self-reliance and empowerment:** Government departments encourage self-reliance and the empowerment of people in all communities to improve their quality of life.
- **Accessibility:** Services should be available to all, based on universal access and equitable disbursement of resources.
- **Transparency and Accountability:** Interventions and programmes should be appropriate, be delivered in a transparent way, and the government departments should maintain accountability.
- **Effectiveness and Efficiency:** The ISCPS should be implemented in the most cost-effective and efficient manner.
- **Partnership:** The ISCPS relies on partnership between government, civil society and the business sector, and promotes social justice and integration.
- **Sustainability:** The strategy should be implemented in a sustainable manner.

8.5 VALUES OF THE ISCPS

Without the following values, the Integrated Social Crime Prevention Strategy cannot be implemented or sustained. Social crime prevention requires the whole government departments, whole society approach, where the contribution of ordinary people is valued at least as much as those of experts and/or service providers. **To this end, the values of the ISCPS are articulated as follows:**

- **Support for all:** the enablement of all South Africans to participate in social crime prevention
- **Family as a cradle of nurture:** the empowerment of families to provide a strong foundation for safe communities
- **Community safety:** the commitment to the creation of safety within all communities, not only those where resources naturally abound
- **Mutual respect and dignity for all:** the enactment of the South African Constitution
- **Integrity:** a trustworthy process that provides a platform for hope and belief in government processes
- **Accountability:** effective and efficient use of public funds according to the rules of good governance
- **People first:** a diligent and respectful people-centered approach to service delivery.

8.6 TARGET GROUPS

The government departments are mandated to provide services to vulnerable groups of society, including “the poorest of the poor, and marginalised and disadvantaged groups”. Such groups should be comprised of:

- Children
- Youth
- Adults
- Older Persons

9. THE CENTRAL PART OF THE INTEGRATED SOCIAL CRIME PREVENTION STRATEGY.

The process of drafting the Integrated Social Crime Prevention Strategy has contributed to the development of six strategic objectives that emphasise community safety in 48 elements, to which all government departments, as a whole, and civil society, in its various associations and organisations, can effectively and efficiently contribute. These strategic objectives provide a starting point for the Strategy, which is premised on the understanding that socially motivated or related crime and violence are experienced at local level, and solutions must thus reside at local level. The strategy further presents the comprehensive role of the DSD in collaboration with other departments and civil society organisation, in relation to social crime prevention and safety measures.

When addressing social crime, localised experience should be the key to learning about both the causes and the systemic dysfunctions that perpetuate and even increase levels of criminality. Local solutions should be explored and used as the basis for a provincial or national strategy. For this reason, there is a need for a paradigm reversal regarding the conventional way in which a pyramid is used to represent the three-tiered government of South Africa; with national government at the pinnacle and local government, and thus the people of South Africa, at the bottom. The strategy also calls attention to the family as the cradle of nurturing – from the cradle to the grave. Within the family, emphasis should be placed on the individual's human development cycle and the community should be a setting in which violent and criminal opportunities are prevented/created.

9.1 THE SIX STRATEGIC OBJECTIVES

The six strategic objectives are:

1. **Strengthening internal and external capacity to sustain better service delivery.**
 - An investment in capacity to build and deliver key services is required. In addition, it is recommended that all government departments should find ways to equip the community and its members to deliver simpler services under minimal departmental supervision.
2. **Facilitating targeted collaborative partnership with other government departments and civil society organisations.**
 - Departments should constantly explore ways in which individuals, families and organisations within the communities can be mentored and supported to reduce the burden on existing capacity within the Departments.
3. **Ensuring equitable and integrated site-based service delivery for local service providers.**
 - All departments' services should be delivered to all people at each site.
4. **Promoting sustained institutional mechanisms in communities.**
 - Feedback loops should be created and sustained in communities to ensure realistic expectations by community members and transparent reports on progress or lack thereof, in relation to service delivery by departments
This will result in building trust with and between communities.

5. Improving social fabric and cohesion within families.

- Communities should be strengthened to build the family as a cradle of nurture. Departments should focus on providing support and services to families, both directly and indirectly, in order to strengthen and grow families as places of nurturing and peace.

6. Ensuring investment in prevention and early intervention services with long-term benefits.

- Government departments should encourage all respective partners and role-players to recognise and commit to social crime prevention as a long-term strategy and commitment, and to see the value of current actions as not just for the moment, but also for the future.

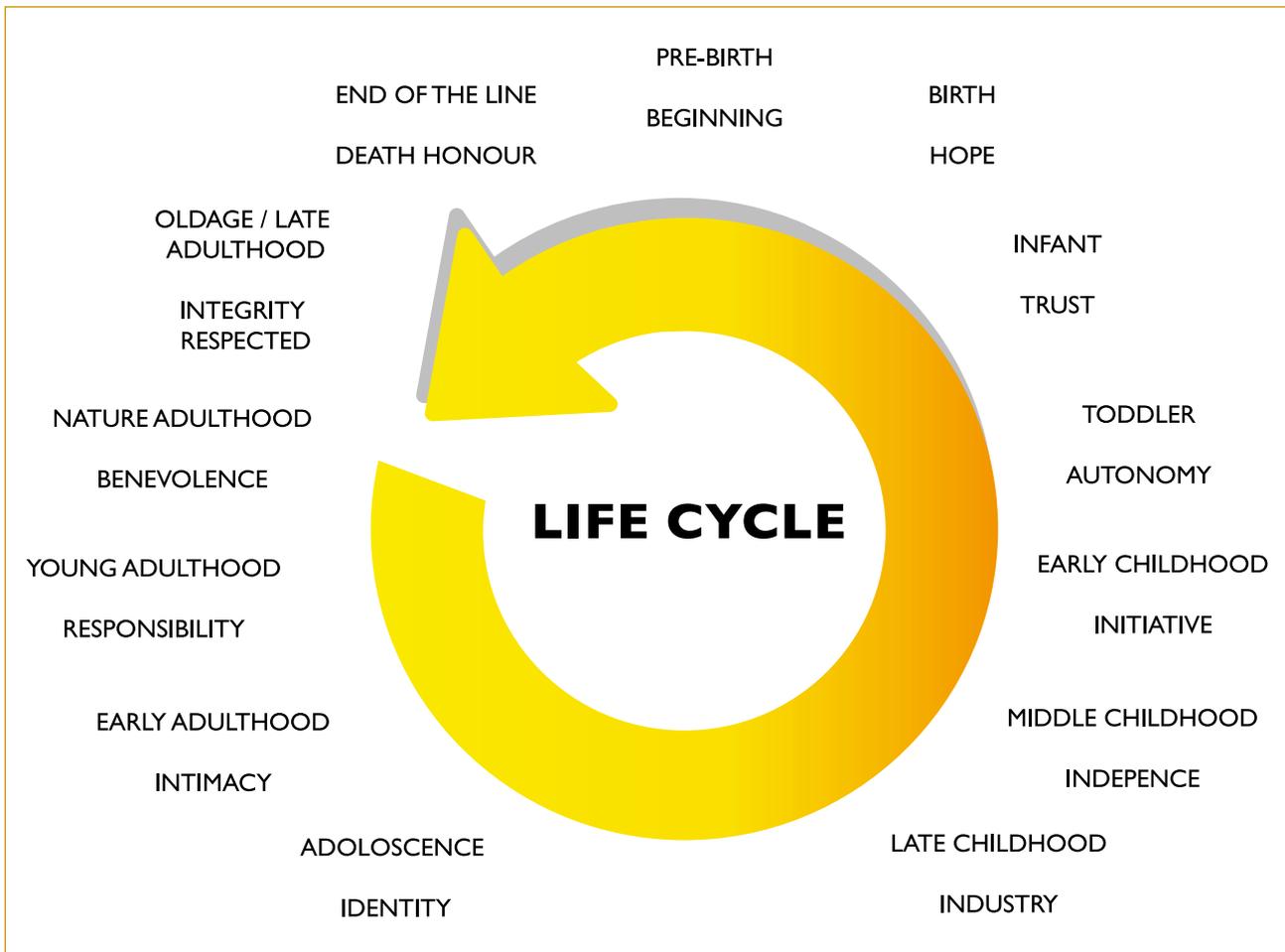
9.2 THE 48 KEY ELEMENTS



These key elements are the critical community safety components in which all government departments and civil society organisations must contribute to address social crime prevention. DSD is directly and indirectly responsible for 30 key elements. For effective and efficient social crime prevention, four key characteristics should be taken into consideration at all levels of intervention:

9.3 THE FOUR CHARACTERISTICS

9.3.1 Human Developmental Life Cycle



Whenever we seek to understand the root cause of behaviour, we often seek to comprehend the person's early childhood experiences. People who receive enough family care and support in their early developmental stages are likely to demonstrate normal/acceptable behaviour, emotional stability and willingness to socialise (Rutter: 1995).

It is also self-evident that children learn love through being loved, learn to be respectful and treat others with dignity, when they are treated with respect and dignity, and learn to be compassionate when they are treated with compassion. The WHO regards the first 33 months of life as possibly the most important. These are the nine months in the womb and the two years thereafter. The significance of this time, in developmental terms, relates to the growth of the brain and the health of both mother and child; in social terms, this is the time during which the child, no matter how determined, cannot fend for itself, or demand access to human and other rights. Extensive research into the importance of these early years demonstrates some logical and vital developmental needs, if we are to grow our children into young people with good self-esteem, who are capable and prepared to contribute in a constructive and useful way:

- Children need love, peace and nurturing from conception and throughout their childhood.
- Children should be protected from harm and victimisation.
- Physical contact should be related to love and care.
- Children should be supervised and attend school without truancy.

Children should be offered a wide range of activities to keep them busy and out of immediate harm, but also – and vitally – to ensure that they learn to do things well, love doing them and want to do them again (Holtmann 2008). The psychosocial human development cycle is a gradual and ever-changing process. It is comprised of a number of stages accompanied by many responsibilities, tasks and challenges. Therefore, it calls for the family to fulfil a key role, from before the birth of a child through to the grave/death. According to Erik Erikson and Thomas Armstrong, there are 13 life stages for each human life.

The integrated Social Crime Prevention Strategy proposes that the interventions and programmes be the context for the healthy development of the human life cycle and behaviour that later mould and nurture the ability to make sound decisions about violent and criminal activities. Programmes should provide consistency supervision with the aim to build knowledge, develop skills and encourage acceptable values that will equip human beings for life. Furthermore, they should acknowledge that everyone should be treated as an individual with fair and adequate compensation. All family members with special needs and abilities must be nurtured within the family. This can be attained by means of social prevention, which allows a stimulating environment through creativity, in order to develop the thinking skills and problem-solving abilities of family members, while fostering independence and creativity.

9.3.2 Family as a Cradle of Nurture

In promoting the “family as a cradle of nurture”, this strategy defines family as any unit that will provide for the needs and protection of children. A functional family will strive for good maternal health during pregnancy and provide support during the pregnancy, preparing the new mother for the birth of her child.

This will ensure that bonding is encouraged between mother and child. A peaceful and supportive relationship between the parents will offer the child protection, love and nurture during babyhood, and help the child to achieve the developmental milestones of early childhood. It will also prepare the child for school, and ensure supervision and engagement during schooling (Holtmann 2009).

Based on the systems perspective, the family as a functional unit is considered to be a building-block of communities and broader society. The family as a whole is considered to be more than its components. As a social system, the family's component parts — the individual family members — are interdependent and any change in the functioning of one will affect the others (Baker in DSANFP, 2008:8). Families in South Africa are diverse and various family forms can be identified. The focus of the SANFP is on the functioning rather than the structure of the family. The focus on family functioning (family processes) rather than family structure is important for purposes of this research and should be kept in mind.

The family is the core of society and is integral to the general well-being of individuals, in relation to their psychosocial, emotional, physical, spiritual and economic needs. A well-functioning family provides members with emotional, social and material support that is sustaining throughout life. It is also a cradle from which the values and norms of a society are transmitted and preserved.

The following are the dynamics involved in the family as a cradle of nurture: care, communication, commitment, love, support, responsibilities, tone, roles, needs met, celebration, time to play, discipline, self-control, positive criticism and many more. In addition, Maslow's hierarchy of needs motivation outlines the family's contribution, aimed at nurturing human life from the cradle to the grave. He emphasises that human life is influenced and encouraged by the family's urge to holistically satisfy human life needs. Once the needs of each and every psychosocial developmental stage are met, the family becomes satisfied and fulfilled.

The ability of the family to function effectively as a cradle of nurture is a crucial determinant in preventing delinquency and criminal behaviour. Research has shown that emotionally healthy and stable families are a powerful source of effective socialisation and social integration (Loeber and Dishion, 1983).

Because of the need of family as the key to producing responsible citizens committed to building, maintaining and sustaining a safe community, one of the mandates of the DSD is to ascertain that preventive interventions are accessible and sustainable.

There are three main forms of prevention and early family intervention that the government departments have to provide in which they are assisted to prevent social crime behavior and incidence. Those amongst others include support for families under economic and psychological stress; educational guidance for parenthood; and school education for the children of disadvantaged parents. Furthermore, a range of DSD and other government departments family support initiatives are implemented and must be strengthened to assist parents who have to deal with difficult behavioral problems.

For instance, the financial and material support that the DSD and other departments provide include child support, care dependency, older persons' grant, family support programmes, and social and school-based services.

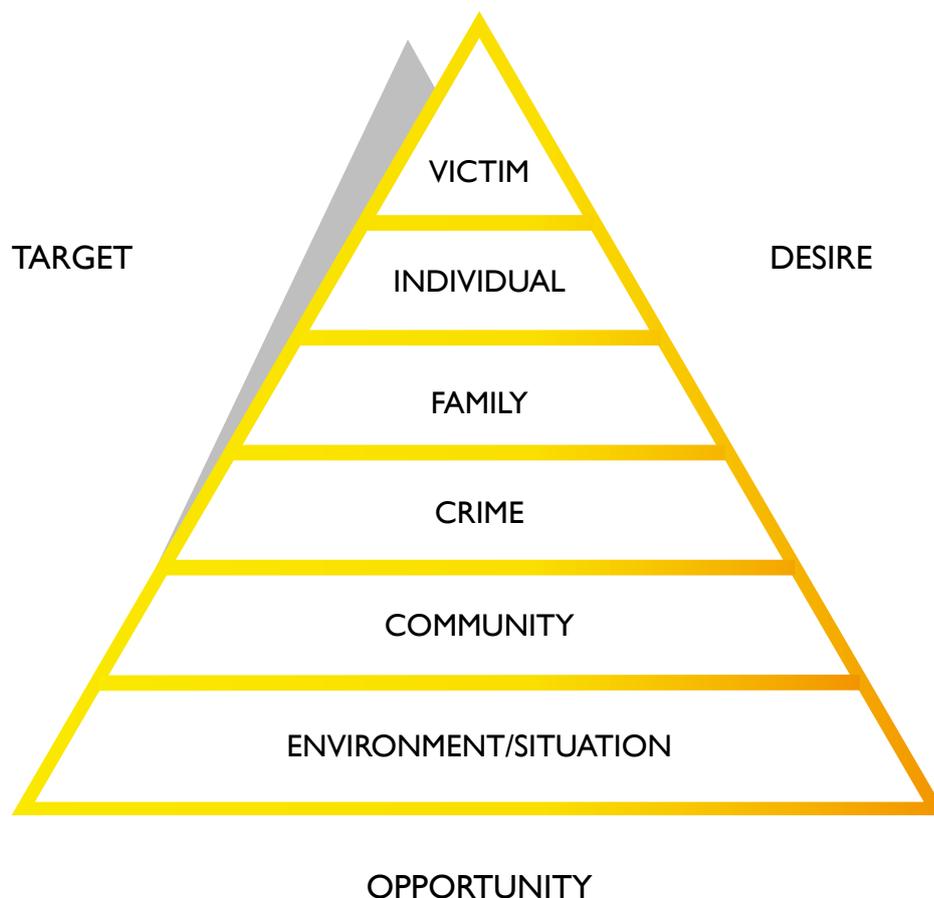
These services contribute towards minimising activities which are both associated with delinquency and criminal behaviour (Grahams, 1988). Family support also engenders most of the positive results regarding fulfilling the critical needs of the human developmental life cycle, in order to produce members that will contribute to a safe community (Maslow 2002-2010):

- **Physiological needs** such as for food and sleep are dominant and the basis of motivation. Unless they are satisfied, everything else recedes, for example, students who frequently do not eat breakfast or suffer from poor nutrition generally become lethargic and withdrawn; their learning potential is severely impeded.
- **Safety needs** represent the importance of security, protection, stability, freedom from fear and anxiety, and the need for structure and limits, for example, individuals who are afraid of school, peers, a superior, or a parent's reaction have their safety needs threatened and their well-being can be affected.

- **Love and belongingness needs** refer to the need for family and friends. Healthy, motivated people wish to avoid feelings of loneliness and isolation. People who feel alone, not part of the group, or who lack any sense of belongingness usually have poor relationships with others, which can then affect their achievement in life.
- **Esteem needs** refer to the reactions of others to us as individuals, as well as our opinion of ourselves. We want a favorable judgment from others, which should be based on honest achievement. Our own sense of competence combines with the reactions of others to produce a sense of self-esteem. Consequently, we must acquire competence and find the opportunities that permit us to achieve and to secure reinforcement, both from others and our own sense of satisfaction in what we have done.
- **Needs for Self-actualization.** By self-actualization needs, Maslow was referring to that tendency, in spite of the lower needs being satisfied, to feel restless unless we are doing what we think we are capable of doing.

As Maslow noted, the form that needs take is not important: one person may desire to be a great parent, while another may desire to be an outstanding athlete. Regardless of profession, what human beings can be, they must be (Maslow & others, 1987, p. 22).

9.3.3 Community as a Setting for Crime Triangle



Although the family is the key aspect to consider, in order to effectively addressing violent and criminal activities, a better understanding of the individual's life stages, within the family context, in a community setting and the entire environment is also crucial. The objective of this is to provide a broader framework giving a holistic presentation of the root causes of the violent and criminal activities.

Furthermore, a comprehensive perspective will help in dealing with crime in the real world, because it finds causes in distant factors, such as child-rearing practices, genetic makeup and psychological or social processes. According to the theory of Lawrence Cohen and Marcus Felson, predatory crime occurs when a likely offender and suitable target come together in time and space, without a capable guardian being present.

It takes the existence of a likely offender for granted, since normal human greed and selfishness are sufficient explanations of criminal motivation. It makes no distinction between a human victim and an inanimate target, since both can meet the offender's purpose.

A community is a group of people who come together to promote safe and healthy behaviour that protects people from injury and harm in all aspects of their lives. It involves all sectors of the community working together in a coordinated and collaborative way to promote safety and health, and manage risk to increase the safety of its residents.

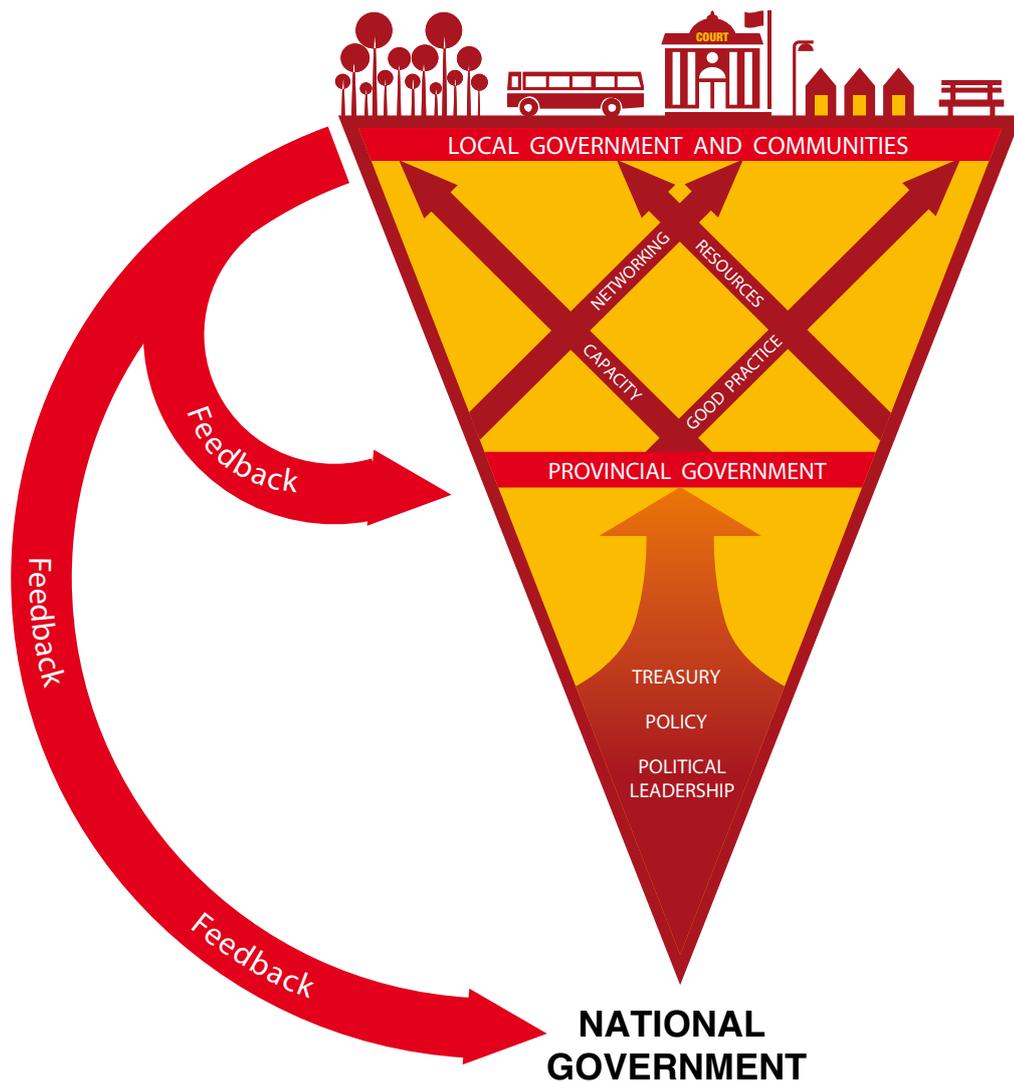
The leading role is played by the community itself in determining and identifying areas of safety, health and need of prevention, intervention and control. Furthermore, a community serves as a setting where individuals and families learn to make responsible decisions free from criminal activity and drug use.

For effective and efficient participation of the community in social crime prevention initiatives, there has to be an understanding of the three elements of the crime triangle. The first element is **desire**. That is the criminal's drive, intent and motivation. There is nothing that can be realistically done to curtail or eliminate that desire. Once the individual has the desire, he is looking for a target and an opportunity.

This is where the Department has to intervene to reduce or curb the risk elements. A **target** is anyone/anything that appears to be an easy victim. A target appears not to be aware of his or her surroundings and appears easy to overtake or overpower.

Opportunity can be controlled by paying attention to the entire community and environment. Limiting opportunities is about being aware of the environment and the intuition to move from a questionable environment, once there is a sense of danger. Personal safety can be controlled by understanding how crime happens and educating ourselves to become tougher targets. In doing so, we begin breaking the Crime Triangle.

9.3.4 The Pyramid Reversal



The strategy emphasises more community-focused representation of government. The pyramid reversal should take place in relation to the flow of the government departments' responsibilities and functions in the sphere of government. The critical role the national, provincial and local Departments have to play, in order to contribute to a safe community, in which crime is prevented, must be differently outlined. National government should be at the bottom of the upside-down pyramid, charged with the task of maintaining the balance of the pyramid.

The role of national government is interpreted as providing political leadership and guidance, which is translated and enacted through the development and monitoring of policy and a legislative framework. These functions could be achieved and enabled through the treasury function. The pyramid also requires the efforts of national government for these functions to flow upwards in a supportive stream, through provincial government to local government and communities.

Provincial government is a virtual environment that can only achieve its objectives at local level. Its objectives are set in terms of the policy guidelines and legislative framework of national government and can be achieved through four key mechanisms:

- Identification, implementation, testing and rollout of good practice
- Provision of resources for implementation
- Capacity support, capacity-building, expertise and guidance
- Networking of what works in local communities and what does not.

As soon as they are empowered accordingly, local governments should deliver goods and services to communities, and engage partnerships with communities to uplift and sustain communities and local environments. Once all tiers of government have achieved their roles as outlined, South Africa will be “on an even keel” and a balance will have been achieved.

Feedback from the people of South Africa to national government in the form of democratic elections will assist in providing political stability, while the learning that is achieved at local level will also feed back into national policies and treasury allocations.

The safety needs of local communities will be better served as a result of this feedback flow; policies, budgets and resources will respond to the functions that must be performed at local level; and they will be more effectively and appropriately managed.

10. INSTITUTIONAL ARRANGEMENTS

Institutional arrangements emphasizes the formal and legal aspects of government structure, the way in which in which governments are arranged their legal powers, rules or procedures. These rules include characteristics such as the public degree of access to decision making the availability of information from government agencies or sharing of power between national, provincial, local governments (Kraft & Furlong, 2004).

Institutions are governance structures that are based on rules, norms, values and system of cultural meaning. They are a set of working rules that are used to determine who is eligible to make decisions and participate in the design and implementation of the Strategy. In order to effectively align the Strategy to the institutional approach, a number of institutions are expected to contribute meaningfully towards vision and mission of the Strategy. To effectively align the Strategy to the institutional approach, a number of institutions are expected to contribute meaningfully towards vision and mission of the Strategy.

10.1 LEVELS OF SERVICE DELIVERY

Although the offices of government located primarily at national, provincial and regional or district level, the focus of service delivery and implementation needs to shift to local level, as a matter of urgency, for the Integrated Social Crime Prevention Strategy to become a reality. Social crime prevention requires mainstreaming into every service delivery imperative of the government departments. Aligned to the practice guidelines envisaged in the Integrated Service Delivery Model (2005), and other mandates, the Strategy must be supported by an implementation plan that both separates and integrates the roles, and responsibilities, of the government departments at national, provincial and local service delivery level. To this end, the National Departments will maintain responsibility for strategic direction (as outlined in this strategy), the development and implementation of national and provincial policies and programmes, as well as quality assurance systems, and norms and standards for social crime prevention programmes.

The National Departments will also ensure that monitoring and reporting mechanisms are in place throughout the country. The National Departments must further promote and enable partnerships and linkages between the different tiers within the government departments and other stakeholders. According to the Integrated Service Delivery Model, it is the responsibility of the National Departments to lobby for adequate provision of resources to enable social crime prevention through the directorates of the Department. The National Departments must also report to Parliament on progress regarding social crime prevention in government. At provincial level, mainstreaming must also align with the Integrated Service Delivery Model and other relevant mandates.

It is a government responsibility “to formulate, coordinate, maintain and review provincial policy and planning in consultation with stakeholders”. Therefore, the Integrated Social Crime Prevention Strategy must be supported by departmental implementation plans, including monitoring and evaluation of such implementation. The Integrated Social Crime Prevention Strategy should be integrated into departmental information management systems, and ensure stakeholder management, and the maintenance of inter-sectoral and working agreements.

At local level, government departments must maintain effective feedback loops with communities to ensure the appropriate application of services and resources, according to need. It is important for the local offices of the Departments to promote community participation and to mobilise communities in support of the Integrated Social Crime Prevention Strategy. Local offices should be monitored and evaluated on their direct provision of services, as related to the ISCPS. The National Departments will ensure that local practitioners are capacitated to implement the Integrated Social Crime strategy with efficiency and effectiveness.

10.2 INSTITUTIONAL MECHANISMS

The issues presented in this strategy are complex. Communication, building trust, building relationships and guiding people to understand their contribution to safety all play a major role in effective social crime prevention. An understanding within and by communities of the behaviour that will put them at risk, and behaviour that builds resilience in them and their families, is critical for social crime prevention processes to be effective. Communication needs to underpin this strategy, not as an add-on, but as a central core action. Communication should not be interpreted as being about the strategy, but rather as an essential element of the strategy.

Multidisciplinary, integrated strategies typically fail, because a cumbersome coordination structure is envisaged to institutionalise them. The Integrated Social Crime Prevention Strategy will identify collaborative relationships, based on mutual dependence, for the achievement of shared goals. This bypasses the need for a coordinating structure and, instead, provides for implementation, based on purposeful collaboration.

This is supported by the suggested indicators in the framework and the tables on strategic objectives. It is also essential that the strategy be championed in both the Minister's and the Director General's offices. The suggested monitoring and evaluation tool should be designed to ensure regular and uniform communication lines among collaborating stakeholders. Links with external stakeholders should exist on a mutually beneficial basis.

10.3 MONITORING AND EVALUATION

The strategy provides the basis for the development of an implementation plan for social crime prevention by DSD and other departments. It builds on the suggested indicators of progress towards the achievement of social crime prevention goals outlined in the strategic objectives in paragraph 9.3. It is proposed that a monitoring and evaluation tool be developed in support of the Integrated Social Crime Prevention Strategy, and that the indicators for progress be appropriately captured within a software model, which allows for longitudinal progress reports and management.

II. RECOMMENDATIONS FOR INTEGRATED SOCIAL CRIME PREVENTION STRATEGY

Following the NCPS of 1996, it was recommended that each department develop its own Integrated Social Crime Prevention Strategy. The objectives of social crime prevention remain constant for all government departments and external stakeholders. The task of other departments is, therefore, to link their mandates to the six strategic objectives of this ISCPs.

Since the DSD is dependent on collaboration with other government departments for the successful implementation of this Integrated Social Crime Prevention Strategy, it is recommended that the Department of Social Development facilitate a process whereby the action plan described in this document is expanded, in consultation with other government departments, to articulate mutual dependencies and collaboration. It is further recommended that the action plan be used as the vehicle for an interdepartmental monitoring and evaluation tool, providing for the development of agreed indicators for progress.

A third recommendation is that the interdepartmental process be championed and monitored from within the Ministry and the Office of the Director General of the DSD and other departments. Whereas the Department cannot stipulate the actions plan of other departments, rather render appropriate leader in social crime prevention.

The strategy has taken into cognisance the fact that early intervention strategies for the reduction and prevention of crime can operate across all three levels of prevention: primary, secondary and tertiary.

The strategy, therefore, places more emphasises on investment in the prevention and development of programmes, services or interventions. It also focuses on the manipulation of multiple risk and protective factors at crucial transition points across a lifetime. Such points can be around birth, the pre-school years, the transition from primary to secondary school, and subsequent transitions to higher education, employment, and so on.

Some of the social and economic benefits of crime prevention strategies include, but are not limited to:

Personal and social development, which includes re-enforcing parental skills and improving support for very young children; reducing school drop-out; reducing feelings of isolation among people living alone, especially the elderly; improving support for single-parent families and child-headed households; and reducing social exclusion and promoting social cohesion.

Individuals and families, by reducing the losses incurred as a result of burglary, incivilities and vandalism, and by increasing job opportunities in the municipality/at local level.

Community development and participation, which includes engaging citizens in community life — encouraging active participation by utilising the expertise of community groups, and enabling the development of local support systems and a sense of community.

Conflict resolution, by developing the capacity to resolve conflict in a non-violent manner, particularly among young people and within families; reducing inter-community tensions and problems, such as street gangs; reducing intolerance and discrimination, based on race, ethnicity, gender or sexual orientation; and by improving support for victims of crime.

Urban life, by reducing insecurity, especially among women and the elderly at home, on the street, in public parks and on public transport; increasing the use of public facilities and equipment, e.g. parks, recreational equipment and public transport at different times of the day and night; and creating a more favourable context for special events, such as popular festivals and celebrations.

Municipality, by increasing the growth of industrial and commercial activities; increasing the capacity to attract new investments to the area; increasing the property value of houses, businesses and industrial enterprises; providing a favourable community image to attract new residents; controlling expenses related to public security, e.g. police services and private security, among others; and reducing the costs associated with renovating or replacing public equipment and buildings.

The strategy also takes into account the context, causes and experience of insecurity in South Africa: the literature confirms the need for an ISCPS for government departments, establishing active links between social issues, contexts and insecurity. In many instances, vulnerability to victimisation results from social conditions that are inadequate to protect and sustain access to human and other basic rights.

This indicates that a normative process is required to change the relationship between vulnerable individuals, communities and the elements that will reduce the risks they face. Equally, the risks that impact victimisation are often the same as those that impact vulnerability to engaging in offending behaviour. The same gaps must be plugged. Therefore, strategies — and ultimately interventions — to reduce victimisation may be seen as having a dual purpose and dual return on investment; the immediate increase in safety for those who are vulnerable and the longer-term decrease in the numbers of offenders and crimes in the future.

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- Model for the treatment of substance-dependent youth in residential facilities — promotes a holistic, integrated approach to residential treatment to address the needs of young people suffering from substance abuse.
- Policy on the management of substance abuse — gives effect to the National Drug Master Plan, in relation to the roles and responsibilities of the social development sector.
- Resource directory on alcohol and drug-related services and facilities — enables parents, individuals, families and communities of people afflicted by substance abuse to access the services they require.
- Minimum norms and standards for in-patient treatment centres — establishes minimum standards for the control, guidance and monitoring of in-patient treatment facilities in South Africa.
- Prevention and Treatment of Drug Dependency Act (Act 20 of 1992).
- Prevention of and Treatment for Substance Abuse Bill B12 of 2008.
- National Drug Master Plan 2006–2011 — serves as the basis for holistic and cost-effective strategies to reduce the supply and consumption of drugs and limit the harms they cause.
- Guidelines for ECD Services — developed to facilitate DSD's mandate towards ECD in South Africa and refer to the core aspects in the early childhood phase of life, such as nutrition, healthcare, environmental safety and early education and learning. Needs to be amended/revised in accordance with the Children's Act (Act 38 of 2005).
- Scaling ECD (0–4 years) in South Africa — illustrative cases of on-the-ground delivery models for holistic ECD services — formal, community and household (HSRC).
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- Policies and Legislation that have an Impact on Community Development Practice.
- Victim Empowerment Programme.
- Strategic Plan for Victim Empowerment Programme 2009–2012.
- Guidelines for the Prevention and Management of Sexual Violence & Harassment in Public Schools — developed to support schools and school communities in responding to cases of sexual harassment and sexual violence perpetrated against learners.
- Minimum Norms and Standards for Diversion — stipulates how service providers should deliver diversion services. Aims to ensure that diversion services and programmes for children at risk and young offenders are entrenched in the fundamental principles of Batho Pele.
- Child Justice Act (Act 75 of 2008).
- National Resource Directory on Services to Children in Conflict with the Law.
- Interim Policy Recommendations by the Inter-Ministerial Committee on Young People at Risk.
- National Policy Framework and Strategic Plan for the Prevention and Management of Child Abuse, Neglect and Exploitation – needs to be amended/updated, in accordance with the Children's Act (Act 38 of 2005), Sexual Offences Act (Act 32 of 2007) and Child Justice Act (Act 75 of 2008).
- Children's Act (Act 38 of 2005).
- Child Care Act (Act 74 of 1983) – sections not yet repealed.
- Children's Amendment Act (Act 41 of 2007).

- Interim National Protocol for the Management of Children Awaiting Trial — promotes South Africa's international and constitutional obligations towards children accused of crimes. To be amended/substituted by the implementation of the Child Justice Act (Act 75 of 2008) on 1 April 2010.
- National Resource Directory on Services to Children in Conflict with the Law.
- Probation Services Act (Act 116 of 1991).
- Probation Services Amendment Act (Act 35 of 2002).
- Guidelines for establishing Child Care Forums — aims to assist the training of facilitators, community leaders, NGOs, CBOs, FBOs and other stakeholders to establish childcare forums in their communities to meet the social developmental needs of children infected and affected by HIV/AIDS.
- National Guidelines for Social Services to Children Infected and Affected by HIV/AIDS — will assist home/community-based care programmes and family members to provide care and support which does not only take community needs, cultural practices and resources into consideration, but also protects the rights of children. Needs to be revised/amended, in accordance with the Children's Act (Act 38 of 2005).
- Home/Community-based Care and Support Manual.
- The Evaluation of Costs and Process Indicators for Home Community-based Care Programmes.
- Minimum Standards on Residential Facilities for Persons with Disabilities — seek to describe what constitutes acceptable and adequate quality of care offered to people with disabilities in residential facilities.
- Policy on Disability — developed to provide strategic guidelines for the delivery of social services that are compliant to departmental mandates and legislation within the social development context. Delivery of integrated services to people with disabilities and parents of children with disabilities.
- Guidelines for the Implementation of the National Disability Policy Framework — aims to support an integrated approach toward the full inclusion of persons with disabilities.
- Older Persons Act (Act 13 of 2006).
- Minimum Norms and Standards for Services to Older Persons Living in Frail Care Facilities, Assisted Living Facilities and in Communities — the purpose is to ensure that older persons living in frail care facilities, assisted living facilities and in communities receive services of acceptable quality.
- Draft Guideline for Frail Care Services for Older Persons — to ensure that quality services to frail older persons living in frail care facilities, assisted living facilities and in communities are accessible, affordable, comprehensive and equitable.
- Draft South African National Plan of Action for Ageing — draft too rough to really make sense.
- South African Policy for Older Persons — the purpose is to facilitate services that are accessible, affordable and equitable for older persons and that conform to prescribed norms and standards.
- National Norms and Minimum Standards for Home and Community-based Care and Support Programmes — to ensure the provision of quality services and that funds are utilised effectively, and efficiently, to maximise the actual, and potential benefits of home and community-based care, and support programmes.
- National Youth Development Agency Bill B–2008.
- National Youth Policy 2008–2013.
- Draft Policy Framework for Children Living and Working on the Street.