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**National approaches to public participation in
strengthening crime prevention and criminal justice**

Workshop 4: Public contribution to crime prevention and raising awareness of criminal justice — experiences and lessons learned**

Background paper

Summary

Globally, there is a growing interest in initiatives that encourage public contribution to and engagement with crime prevention and criminal justice processes. While the United Nations guidelines on crime prevention state that Governments should play a leading role in developing crime prevention strategies, they also state that cooperation and partnerships between community organizations, non-governmental organizations, the business sector and private citizens should be an integral part of effective crime prevention strategies.

The present background paper focuses on three key issues related to public contributions to crime prevention and raising awareness of criminal justice. These include public participation at the local level, the role of the private sector and the role of the media, social networks and new communications technologies.

By providing examples of best practices and lessons learned from around the globe, the aim is to present a range of experiences which will help increase public participation in crime prevention and criminal justice. Specific recommendations for Member States are presented at the end of the document.

As workshop 4 complements the discussion of agenda item 6, on “National approaches to public participation in strengthening crime prevention and criminal justice”, it sheds light on some of the basic parameters of the topic from the perspective of non-State stakeholders.

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Contents

	<i>Page</i>
I. Introduction	3
A. Objectives and purposes	4
B. Framing the role of public participation in crime prevention and criminal justice processes	4
C. Progress made since the Twelfth United Nations Congress on Crime Prevention and Criminal Justice	6
II. Public participation at the local level: grass-roots initiatives to promote public contribution to crime prevention and criminal justice	7
A. Overview	7
B. Role of alternative justice processes in addressing the needs of youth and socially marginalized groups	8
C. Public participation in promoting access to justice	9
D. Neighbourhood and community policing and models for community engagement in the prevention of reoffending	10
E. Supporting and enhancing public participation through developing systems for access to high quality statistical information on crime	11
III. Role of the private sector in crime prevention and criminal justice	12
A. Overview	12
B. Approaches to private sector partnerships for promoting public engagement in crime prevention and criminal justice processes	13
C. Role of business in developing and implementing measures to “design out” crime	13
IV. Role of the media and social networks and new communications technologies	14
A. Overview	14
B. Applying social marketing approaches to facilitate public contribution to crime prevention and criminal justice	15
C. Using online communities and new media for knowledge and skill dissemination: risks and opportunities	16
D. Social networking and modern policing: challenges and successes	16
E. Role of traditional media: media influence on crime prevention strategies	17
V. Conclusions and recommendations	18

I. Introduction

1. The experience of crime and victimization is universal, but occurs differently and at differing rates for communities and populations around the world.¹ Helping people that are most vulnerable to crime requires integrated and evidence-based responses that take multiple risk factors into account. As stated in the United Nations Guidelines for the Prevention of Crime,² a rigorous planning process that includes a systematic analysis of crime problems, their causes, risk factors and consequences is a key factor in crime prevention.³

2. This is particularly important at the local level, where sectors responsible for contributing to public safety can work together towards achieving this goal. Indeed, citizens have a vested interest and a role to play in crime prevention and are a potentially valuable resource to the national authorities in responding to crime. Prevention strategies provide an opportunity to involve civil society and affected groups in collaborative work in order to increase safety. Such involvement may serve to enhance the perceived legitimacy of programmes, increase accountability, break down barriers of distrust between law enforcement and civil society and enhance the effectiveness of criminal investigations.

3. On the other hand, there is increasing global recognition of the important role played by law enforcement agencies in protecting individual and public health, especially in diverse and vulnerable communities. Partnership between law enforcement agencies and civil society organizations facilitates access to evidence and human-rights-based health services for vulnerable groups (people who use drugs and people living in prison settings), which in turn will help to reduce crime and increase community trust in law enforcement agencies.

4. While the United Nations Guidelines state that Governments should play a leading role in developing crime prevention strategies, they also state that cooperation and partnerships with community organizations, non-governmental organizations (NGOs), the business sector and private citizens should be an integral part of effective crime prevention strategies. The importance of public-private partnerships was recognized in the Salvador Declaration on Comprehensive Strategies for Global Challenges: Crime Prevention and Criminal Justice Systems and Their Development in a Changing World, as adopted by the Twelfth United Nations Congress on Crime Prevention and Criminal Justice, held in Salvador, Brazil, from 12 to 19 April 2010, and endorsed by the General Assembly in its resolution 65/230. In that Declaration, Member States said they were convinced that, through the mutual sharing of information, knowledge and experience and through joint and coordinated actions, Governments and businesses could develop, improve, and implement measures to prevent, prosecute and punish crime.

¹ See the International Crime Victim Survey. Available from www3.unil.ch/wpmu/icvs.

² Economic and Social Council resolution 2002/13, annex

³ United Nations Office on Drugs and Crime (UNODC), *Handbook on the Crime Prevention Guidelines: Making Them Work*, Criminal Justice Handbook Series (2010).

A. Objectives and purposes

5. Globally, there is a growing interest in initiatives that involve the public in crime prevention and criminal justice reform, as well as an increasing number of examples of public participation. In this context, and given the broad scope of agenda item 6, which focuses on the role of Governments in ensuring public participation, the discussions in workshop 4 will supplement the deliberations on agenda item 6, focusing on other actors.

6. The overall objectives for the workshop are:

(a) To develop a picture of the actors and key players within the wider community with an interest in or capacity to contribute to preventing crime and raising awareness of the criminal justice process, and discuss the benefits of such participation;

(b) To identify and disseminate the increasing range of innovative community-based approaches and initiatives for crime prevention and criminal justice reform;

(c) To discuss the challenges and benefits related to local-level coordination of public participation in order to ensure collaborative, multisectoral action that effectively addresses the needs of communities and results in sustainable impacts;

(d) To discuss some of the contentious and disputed examples of business-government-community cooperation in crime prevention and in the operation of criminal justice;

(e) To identify and better understand the different contexts, settings and approaches taken by civil society and other non-governmental actors to promote the crime prevention and criminal justice reform agenda and encourage Governments to adopt community-based approaches;

(f) To develop a more extensive appreciation of the important role of the media, the business sector, youth and victims of crime in the task of raising awareness about the criminal justice system and opportunities for the prevention of crime.

B. Framing the role of public participation in crime prevention and criminal justice processes

7. In line with the recommendations set out by the Economic and Social Council in its resolution 2002/13, on action to promote effective crime prevention, communities are encouraged to play a role in identifying crime prevention priorities and helping to identify a sustainable resource base. Initiatives for change can rely on people with limited tangible power and resources who nevertheless hold an ability to influence others in changing social structures. Such initiatives are often conceived, undertaken and enacted within the context of local communities⁴ and are frequently spontaneous, emerging in response to immediate needs and focusing on

⁴ Lucie Middlemiss and Bradley Parrish, "Building capacity for low-carbon communities: the role of grassroots initiatives", *Energy Policy*, vol. 38, No. 12 (December 2010).

specific political or social issues. However, movements that emerge at the local level also have the potential to influence national structures through encouraging greater responsiveness by government agencies to identified local needs.

8. Within the context of community-level participation in the criminal justice system, it is important to understand the concepts of local justice and community justice. Local justice is understood to include decision-making power and authority of the justice system residing in bodies that are as close as feasible to local communities. Based on the concept of subsidiarity (see below), local justice is associated with the transfer of power from central Governments to more localized structures. Community justice broadly refers to all variants of crime prevention and justice activities that explicitly include the community in their processes. It is rooted in the actions that citizens, community organizations and the criminal justice system can take to control crime and social disorder. Its central focus is community-level outcomes, shifting the emphasis from individual incidents to systemic patterns, from individual conscience to social mores, and from individual goods to the common good.

9. In response to claims that the criminal justice system pays insufficient attention to the everyday consequences of crime and disorder, community justice practices and innovations have been developed to explicitly include the community in decision-making, conflict resolution and co-production of services, and to establish the enhancement of local community “quality of life” as a goal.⁵ Such initiatives can increase confidence and trust in the criminal justice system, as they take account of community needs and views when delivering justice outcomes. They are also considered to allow focus on redressing the harm done to victims and holding offenders accountable for their actions; hence, they have in some cases been institutionalized through restorative justice mechanisms.⁶

10. Finally, in order to appreciate the role of participation at the local level, it is useful to understand the principle of subsidiarity. Subsidiarity involves the idea that a central authority should have a subsidiary function (that is, a supporting, rather than a subordinate, one), performing only those tasks which cannot be performed effectively at a more immediate or local level. Conversely, when a problem is identified as being specific to a locality, it should be dealt with locally by the responsible local authorities. Only when a particular task cannot be undertaken adequately or efficiently by that level of government should responsibility be handed off to a higher level.⁷ Thus, local community engagement and participation may lead to optimal crime prevention and criminal justice outcomes.

⁵ Phil Bowen and Jane Donoghue, “Digging up the grassroots? The impact of marketization and managerialism on local justice, 1997 to 2013”, *British Journal of Community Justice*, vol. 11, No. 2/3 (Winter 2013).

⁶ UNODC, *Handbook on Restorative Justice Programmes*, Criminal Justice Handbook Series (2006).

⁷ *Handbook on the Crime Prevention Guidelines: Making Them Work*.

C. Progress made since the Twelfth United Nations Congress on Crime Prevention and Criminal Justice

11. In the Salvador Declaration, Member States recognized that the development and adoption of crime prevention policies, and their monitoring and evaluation, were the responsibility of States. They expressed the belief that such efforts should be based on a participatory, collaborative and integrated approach that included all relevant stakeholders, including those from civil society. Member States also specifically recognized the importance of strengthening public-private partnerships in preventing and countering crime in all its forms and manifestations.⁸

12. Furthermore, in relevant sections of the Declaration, Member States stressed the need for national and local action plans for crime prevention that took into account factors that placed certain populations and places at a higher risk of victimization and/or offending, and recognized the role of civil society and the media in ensuring a culture of respect for the rule of law. They also stressed the need to reinforce alternatives to imprisonment, including restorative justice.⁹

13. Since the adoption of the Salvador Declaration, other resolutions that recognize the importance of public participation in crime prevention and criminal justice have been adopted. For instance, in the Marrakech declaration on the prevention of corruption,¹⁰ the Conference of the States Parties to the United Nations Convention against Corruption called upon States parties to promote the business community's engagement in the prevention of corruption and to devote special attention to the creation of opportunities to involve young people as key actors to successfully prevent corruption at the domestic, subregional, regional and international levels. At its following (fifth) session, in Panama City in 2013, the Conference adopted resolution 5/4, on follow-up to the Marrakech declaration, in which it urged States parties, in accordance with article 13 of the Convention against Corruption, to continue promoting the participation of individuals and groups outside the public sector, such as civil society, NGOs and community-based organizations, in the prevention of and the fight against corruption, and encouraged States parties to enhance the capacity of such individuals and groups in that regard. It also reaffirmed that States should continue to strengthen awareness-raising measures throughout all sectors of society and that special attention should be devoted to work with young people and children as part of a strategy to prevent corruption.¹¹ In its resolution 5/5, on the promotion of the contribution of young people and children in preventing corruption and fostering a culture of respect for the law and integrity, as well as resolution 5/6, on the private sector, the Conference underlined the importance of States parties promoting the participation of young people and children, where appropriate, in developing public policies to prevent corruption and called upon States parties to promote the engagement of the business community in the prevention of corruption.

⁸ Salvador Declaration, paras. 33 and 34.

⁹ Ibid., paras. 35, 43 and 51.

¹⁰ See Conference of the States Parties to the United Nations Convention against Corruption resolution 4/3.

¹¹ Conference of the States Parties to the United Nations Convention against Corruption resolution 5/4, paras. 25 and 26.

14. Progress has also been made with the establishment, under the authority of the Conference, of an open-ended Intergovernmental Working Group on the Prevention of Corruption. Documentation for its meetings in 2010, 2011, 2012 and 2013 included references to best practices in the implementation of articles 12 and 13 of the Convention, including in the area of public-private partnerships, the role of the media and the Internet, and awareness-raising, among other things.¹² The United Nations Office on Drugs and Crime (UNODC) has also produced a publication on the reporting of corruption.¹³

15. At its meeting held in Vienna from 12 to 14 October 2011, the Expert Group on Civilian Private Security Services recommended that States consider developing standards on the provision of civilian private security services and encouraged the development of codes of conduct by private industry.¹⁴ The United Nations Principles and Guidelines on Access to Legal Aid in Criminal Justice Systems were also developed and adopted by the General Assembly. The Principles and Guidelines recognized the role of paralegals and other community-based legal aid providers in providing access to legal aid.¹⁵

16. Finally, the Economic and Social Council adopted resolution 2014/21, on the recommendation of the Commission on Crime Prevention and Criminal Justice, taking a far-reaching perspective on the capacity of social policies as tools for the promotion of effective crime prevention. In that resolution, the Council recognized that States should encourage partnerships between all appropriate levels of government and relevant stakeholders within civil society, aimed at ensuring the strengthening and sustainability of effective crime prevention strategies, programmes and initiatives, as appropriate, and at promoting a culture of peace and non-violence.

II. Public participation at the local level: grass-roots initiatives to promote public contribution to crime prevention and criminal justice

A. Overview

17. The present section focuses on community-centred initiatives and community involvement in crime prevention, including the prevention of recidivism. It provides examples of initiatives that have been introduced and are often facilitated by civil society organizations, such as community justice initiatives, participation in restorative justice and alternatives to imprisonment. Initiatives started at the local level were in some cases adopted by governments as part of wider regional or national strategies. Most important, however, is the fact that they have been developed at all, and proven to be effective within the communities where problems were first identified, leading to an increased capacity to contribute to a culture of peace and non-violence.

¹² See CAC/COSP/WG.4/2010/6, CAC/COSP/WG.4/2011/2 and Corr.1, CAC/COSP/WG.4/2012/2 and CAC/COSP/WG.4/2013/3.

¹³ UNODC, *Reporting on Corruption: A Resource Tool for Governments and Journalists* (2013).

¹⁴ See UNODC/CCPCJ/EG.5/2011/2.

¹⁵ General Assembly resolution 67/187.

18. Interventions require management in a manner that avoids structural deficiencies in the criminal justice system that repeatedly expose certain populations to adverse outcomes. Such adverse outcomes may include disproportionate victimization and/or involvement in the justice system for indigenous populations, minority groups and children, and the presence of a disproportionate number of individuals with mental health problems in correctional institutions. There is also a need to recognize and incorporate the requirements of victims of crime, in order to have the harm caused to them acknowledged and acted upon throughout the criminal justice process. A coherent and transparent criminal justice and prevention strategy must take such issues into account.

B. Role of alternative justice processes in addressing the needs of youth and socially marginalized groups

19. Public debate in many countries has focused on the limitations of the traditional functions of the criminal justice system, especially when addressing the complex challenges faced by women and child victims, as well as socially marginalized groups that are prone to victimization. Hence, alternative approaches should be considered, including linking up to social networks to ensure provision of services, precautionary measures and alternative penalties, under the permanent supervision of the courts, in order to limit risks to victims and reduce recidivism.¹⁶

20. Alternative justice approaches seek to reframe criminal justice processes on several levels. Typically, such approaches emphasize methods for dealing with crime at a community level that parallel or operate in the absence of traditional justice processes. For example, at the global level, the International Juvenile Justice Observatory (in cooperation with the European Union and others) promotes intensive and remand fostering programmes as an alternative to detention for children awaiting trial or as an alternative to imprisonment. On a local level, Plan Viet Nam's Juvenile Crime Prevention and Reintegration Project works to help marginalized children across Viet Nam, especially those from ethnic minority groups, by teaching them valuable life and vocational skills. Often, victims have a say in defining an outcome that will seek to make offenders assume responsibility for their conduct.

21. The justice outcome for alternative programmes often focuses on the development and application of restorative sanctions. The basic principles regarding the use of restorative justice programmes in criminal matters, adopted in 2002 by the Economic and Social Council, encourage Member States to adopt and standardize restorative justice measures within their legal systems. Such justice processes range from specialist courts (e.g. drug or domestic violence courts) that may mandate community-based non-custodial sanctions (such as compulsory treatment), to processes such as restorative justice programmes involving young people.¹⁷

22. For example, since 1989 the juvenile justice system of New Zealand has moved from a reliance on imprisonment towards incorporating restorative justice

¹⁶ See A/CONF.222/RPM.3/1, para. 72.

¹⁷ *Handbook on Restorative Justice Programmes*, p. 33.

outcomes. This model has been expanded into the adult system, where it also supports indigenous ways of dealing with conflict and builds on the strengths of indigenous Maori traditions.¹⁸ In Zululand, South Africa, the Phoenix Restorative Justice Programme (run by Quakers) involves projects and activities related to restorative justice in 10 prisons. This initiative is based on the principle that offenders must serve as key agents in their own rehabilitation. They participate in activities to develop relevant understanding and skills, which will enable them to readjust to society once they are released. Similarly, the Biju Patnaik Open-Air Ashram in India has engaged prisoners in humanitarian work, involving them in distributing relief materials to flooded villages.¹⁹ This kind of involvement also allows the community to recognize the potential for successful reintegration of the offenders.

C. Public participation in promoting access to justice

23. A key step in developing a community's sense of trust and willingness to engage with the justice system is educating citizens about their rights in a clear and effective manner. This also suggests the need to educate judicial and legal officers about their responsibilities when engaging with communities.

24. There is significant evidence to suggest that, where legal services are absent or not fit for purpose, paralegal services programmes and associated processes can significantly improve the delivery of fundamental justice outcomes and inform individuals of their rights. Paralegal models vary widely; some operate autonomously, while others are connected to networks of public interest lawyers. Some mobilize unpaid volunteers, while others rely on salaried professionals.²⁰ The use of paralegals, originally in Malawi and now more widely in the African region, has helped to educate detainees about the law so that they can represent themselves, to weed out trivial cases which can be settled quickly, to promote cooperation between police, prosecutors and courts, to reduce delays and to stimulate innovative ways of reducing pretrial detention.²¹ The expansion of paralegals and their influence on policies up to the level of national legislation shows their great importance. Several legal aid acts throughout the continent have been adopted which explicitly recognize the role of paralegals (in Malawi,²² Nigeria,²³

¹⁸ Vernon Jantzi, "Restorative justice in New Zealand: current practise, future possibilities" (2001).

¹⁹ UNODC, *Introductory Handbook on the Prevention of Recidivism and the Social Reintegration of Offenders* (2012), chap. V, sect. E.

²⁰ Open Society Justice Initiative, *Community-based Paralegals: A Practitioner's Guide* (New York, Open Society Foundations, 2010), chap 1.2.

²¹ Penal Reform International, "Commonwealth East African workshop on alternative sentencing and strategies to reduce prison overcrowding: Kigali, Rwanda 9th-11th May 2011" (2011).

²² In 2011, the adoption of the Legal Aid Act created an independent Legal Aid Bureau, empowered to employ paralegals alongside lawyers. See "The global campaign for pretrial justice: improving pretrial justice in Malawi". (Available from www.opensocietyfoundations.org.)

²³ The Legal Aid Act was adopted in 2011 and provides licenses to persons who have undergone a prescribed course in paralegal services to render such services in appropriate situations. See "The global campaign for pretrial justice: improving pretrial justice in Nigeria". (Available from www.opensocietyfoundations.org.)

Sierra Leone²⁴ and Uganda²⁵). Law students have also been involved in providing different services (for example, the street law programme in South Africa). Such programmes offer benefits for both the recipients and the participants.

D. Neighbourhood and community policing and models for community engagement in the prevention of reoffending

25. Community participation in crime prevention and criminal justice involves the active cooperation of local residents and organizations, and has a long history of accomplishments. For instance, local neighbourhood watches have emerged in many communities around the world and have gradually become part of their Government's integrated approach to local crime prevention. Community policing initiatives have been developed in countries such as Brazil, Canada, Colombia, Japan, Kenya, Nigeria, South Africa and Uganda, with notable success. Although approaches to community policing may vary, the overarching principle is the promotion of a problem-solving approach to public safety that involves partnership with members of the community. To develop and strengthen the critical partnership of police and community, the *Training Manual for Law Enforcement Officials on HIV Service Provision for People Who Inject Drugs* was developed for police academies and police training centres. Positive responses have been received from authorities in Brazil, Kenya, Kyrgyzstan, Pakistan, the Republic of Moldova, Thailand, Ukraine and Viet Nam, which would like to adapt and institutionalize the manual and roll it out nationwide.

26. Another good example of significant community contribution is the volunteer probation officers programme, developed in several Asian countries, including Japan, the Philippines, the Republic of Korea, Singapore and Thailand. Volunteer probation officers, who are citizens commissioned by government agencies, prevent reoffending by supporting the rehabilitation and reintegration of offenders who live in their neighbourhoods.

27. Local safety audits have also been used in urban areas to help gain an understanding of problems relating to crime and victimization in the city concerned and to reduce violence in public spaces. Originally introduced by the Metropolitan Toronto Action Committee on Violence against Women and Children in Canada, women's safety audits require participants and community or government organizations to do research on local areas and determine which places are unsafe, or feel unsafe. Safety audits can produce a number of positive outcomes, such as changing the physical environment of communities, increasing awareness of the effects of violence on both women and the community at large and providing individuals with a new sense of confidence and security. In Guatemala, the Grupo Ceiba, a community youth mentoring programme, helps at-risk youth resist joining

²⁴ The law provides for a mixed model of service provision, from legal information and advice services to representation in court. It expressly recognizes the role of paralegals and the benefit of partnerships between government and civil society. See "The global campaign for pretrial justice: improving pretrial justice in Sierra Leone". (Available from www.opensocietyfoundations.org.)

²⁵ The law explicitly recognizes paralegals as legal aid service providers. (See Hillary Nsambu, "A call for speedy passing of legal aid bill", *New Vision* (20 May 2013). Available from www.newvision.co.ug.)

gangs by supporting them in their daily challenges related to poverty, violence and alienation. This initiative and other similar programmes recognize young people's need for identity and belonging and offer activities, workshops and discussions that serve as alternatives to gang life, often with the support of local organizations, churches, schools and community networks.²⁶

28. Although there is evidence which suggests the benefits of community engagement in policing, there is a need for further research into the ability of police agencies to maintain effective, sustained engagement at an organizational level,²⁷ as systematic evaluation has been restricted to only specific projects and programmes. As most major evaluations of community policing have recognized some degree of implementation challenges, the focus should be on developing systematic evaluation practices.

29. At the same time, public security and law enforcement play a crucial but often largely unacknowledged role in protecting and promoting public health. While the security sectors are key partners in many specific public health programmes, their identity as an important part of the public health endeavour (in particular HIV prevention and care) is rarely recognized. This has resulted in a generally inadequate approach to research and identification of ways in which law enforcement, especially police at both the operational and strategic levels, can be effectively engaged to actively promote and protect public health as part of a broader multisectoral public health effort. Therefore, reconstructing the architecture of global public health and security in order to revise the relationship between the security and health sectors will enable both the maximization of available resources and shared responsibility to deliver an enhanced global public health model.

E. Supporting and enhancing public participation through developing systems for access to high quality statistical information on crime

30. Universities, research institutes and crime observatories play an important role in the production of crime data to support the development of crime prevention. This is done through implementing victimization surveys, conducting local safety audits and carrying out specific studies on the drivers of crime and violence. Policing can benefit from partnering with such institutions, especially in low- and middle-income countries. For instance, in Uruguay, the National Observatory on Violence and Crime of the Ministry of the Interior formed a partnership with the police in Montevideo to identify geographical and temporal patterns of crime.²⁸ The role of independent and professional institutions tasked with producing/coordinating national statistics should also be strengthened. For instance, the National Institute of Statistics and Geography of Mexico is one statistical office that is actively engaged

²⁶ Washington Office on Latin America, *Daring to Care: Community-based Responses to Youth Gang Violence in Central America and Central American Immigrant Communities in the United States* (Washington, D.C., 2008).

²⁷ Andy Myhill, *Community engagement in policing. Lessons from the literature* (London, National Policing Improvement Agency, 2006).

²⁸ "La policía junto al Observatorio de Criminalidad realizarán un mapa del delito", *UyPress* (18 February 2012).

in the field of crime and criminal justice. The lack of local-level crime and safety data and the absence of adequate processes for generating and assessing such data are repeatedly identified as significant impediments to the development, implementation and effective measurement of the impact of crime prevention and justice reform measures. This was also evident in a recent project to develop community safety programmes in the State of Palestine.²⁹

III. Role of the private sector in crime prevention and criminal justice

A. Overview

31. The business sector plays an influential role in assisting in the prevention of economic and computer-enhanced crime, as well as crime directed at business. This involvement primarily comes from the development of new technologies and measures to prevent and combat crime, particularly crime associated with the growth in e-commerce, as well as transnational organized crime that exploits new technologies. Indeed, in its resolution 19/1, the Commission on Crime Prevention and Criminal Justice encouraged Member States to cooperate with the private sector to counter all forms of crime, including drug trafficking and terrorism.

32. In a growing number of Member States in different regions, civilian private security services offer services aimed at the prevention of crime, fulfilling some functions traditionally reserved for the police. Engaging in cooperative ventures between the police and private security services clearly poses some challenges, yet these may be overcome by the adoption of policies, the building of relationships and greater State intervention through formalized frameworks for cooperation. To enhance the contribution of private security services to crime prevention and community safety, Governments should consider different approaches for regulation and oversight.³⁰

33. There are significant examples of business-Government-community cooperation in both crime prevention and the operation of the criminal justice process. Such examples include measures taken by telecommunications companies to refuse the reconnection of stolen mobile phone handsets to networks, inroads into the reduction of motor vehicle theft through joint bodies such as the National Motor Vehicle Theft Reduction Council of Australia (a collaboration between car manufacturers, insurers and the Government) and international cooperation between financial institutions and government bodies to prevent money-laundering.

34. At the same time, there are cases of partnerships whose efficacy remains doubtful. For example, there is significant evidence in Australia, Canada and parts of Europe that reduced trading hours can reduce alcohol-related violence and drunk-driving incidents. However, where these measures have been introduced,

²⁹ *Developing a community safety plan for Hebron*, Fareed A'mer and others, eds. (Geneva, Geneva Centre for the Democratic Control of the Armed Forces, 2012).

³⁰ UNODC, the introductory handbook entitled *State Regulation Concerning Civilian Private Security Services and Their Contribution to Crime Prevention and Community Safety*, Criminal Justice Handbook Series (New York, 2014), Introduction and chap. I.

evaluations have shown that some alcohol retailers have not always complied with the voluntary codes of conduct and as a result have created higher risk environments for consumers, as well as gained an unfair competitive advantage over retailers who actually comply with the codes.³¹

B. Approaches to private sector partnerships for promoting public engagement in crime prevention and criminal justice processes

35. Efforts made by the private sector in the areas of corporate responsibility and private social investment, as well as other forms of business involvement in social actions, have helped confront and reduce a plethora of social problems. For instance, the organization Business against Crime South Africa is composed of business leaders who work with the police at the local and national levels in that country to improve the effectiveness of police responses to crime, increase the services offered by police stations and expand victim-support schemes. The initiative has increased the number of victims reporting crimes to the police and referrals for victims to other government departments.³²

36. Though rarer, there are also examples of private initiatives aimed specifically at reducing insecurity and preventing violence that affects quality of life within communities. The SulAmérica Peace Parks project, developed in São Paulo by the Instituto Sou da Paz in collaboration with the insurance company SulAmérica Seguros do Brazil, targets young people from poor neighbourhoods, promoting the rehabilitation and peaceful occupation of public spaces and parks in vulnerable areas of São Paulo as part of a violence prevention strategy.³³ Research shows that there are multiple opportunities for the private sector to intervene and assist in a concrete and effective way.³⁴

C. Role of business in developing and implementing measures to “design out” crime

37. The task of “designing out” crime is a specific field within the wider field of situational crime prevention, or crime prevention through environmental design.³⁵ “Design” is defined as a creative process deployed to a specific end, generally to create some social and/or economic benefit. For example, the National Motor Vehicle Theft Reduction Strategy, pioneered in Australia and currently funded by a partnership between national, state or territory-level governments and the insurance and recycling industries, combines scaled up police surveillance/monitoring, better anti-theft information made available to drivers and others and an education and

³¹ National Drug Research Institute, *Restrictions on the Sale and Supply of Alcohol: Evidence and Outcomes* (Perth, Australia, 2007).

³² UNODC and the United Nations Human Settlements Programme, *Introductory Handbook on Policing Urban Space*, Criminal Justice Handbook Series (New York, 2011).

³³ International Centre for the Prevention of Crime (ICPC), *Public-Private Partnerships and Community Safety: Guide to Action* (2011), chap. II.

³⁴ *Ibid.*, Introduction.

³⁵ Paul Ekblom, *The Private Sector and Designing Products against Crime*, in *The Oxford Handbook of Crime Prevention*, Brandon Welsh and David Farrington, eds. (Oxford University Press, 2012).

training project designed to provide young car thieves with conventional employment skills in an effort to break the cycle of vehicle theft.³⁶ The private sector, as the driver of many of these key design processes, clearly has a large role to play in this area.

38. Design is not just about the creation of physical products, but also the design of living spaces, systems, procedures and processes. In the Netherlands, a national platform for crime control, composed of justice officials, insurance companies, banks, the retail trade and organizations of employers and employees, was created to analyse crime trends, set joint policy priorities and initiate joint programmes, as well as to improve security and law enforcement in relation to crimes against business.³⁷ The Lagos State Security Trust Fund was also created in 2007 as a public-private partnership within the framework of a comprehensive crime control and prevention strategy. The Fund seeks to pool resources from government, the private sector and the public in order to improve the operational capacities of the State security agencies.³⁸

IV. Role of the media and social networks and new communications technologies

A. Overview

39. Media exposure of crime and crime-related events can be an effective crime prevention strategy and useful tool for sensitizing and educating the public on underestimated or overlooked social problems. The media can also help to reduce violence and crime in society, especially violence and crime against women and children.

40. The media can also play a democratic role when it comes to crime prevention. With more information being made public, the media educate the population on certain issues, which therefore encourages critical thinking on the part of the population and promotes responsibility on the part of institutions, agencies, organizations and the government. The media can further help to guarantee transparency of institutions specializing in crime prevention and safety and may advance the surveillance or monitoring of the police system (e.g. for cases of abuse and corruption), the justice system (with regard to arbitrary treatment and discrimination) and the educational system. The media's role in crime prevention may encourage proper policies as well as government initiatives to allocate resources to local communities or crime prevention agencies that lack the means to implement prevention strategies. In the end, the media play an active part in encouraging accountability of decision makers who control the design and implementation of public policies.

41. However, the level and extent of positive effects of the media on crime prevention are not uniform. It appears that the choice of presentation format is a key

³⁶ ICPC, *Public-Private Partnerships and Community Safety: Guide to Action*, chap. I.

³⁷ Laura Capobianco, "Sharpening the Lens: Private Sector Involvement in Crime Prevention", background paper (ICPC, 2006).

³⁸ ICPC, *Public-Private Partnerships and Community Safety: Guide to Action*, chap. II.

element in assessing the impact of the media on shaping public perceptions about crime and responses to crime. Thus, a series of potentially negative aspects of media influence (some of which are presented in the working paper on national approaches to public participation in strengthening crime prevention and criminal justice (A/CONF.222/9)) need to be taken into account as well. First, the processing of media information on crime is based on short-term, fast-paced and “surface-level” research, which can limit the types of information disseminated and disregard crucial issues. The media may also present an inaccurate portrait of crime, as the form of presentation often includes sensationalistic aspects of criminal events, whereby “newsworthy” stories act on emotion more than on fact. Therefore, there is a need to strike a balance on how best to harness the positive aspects of media coverage of crime while ensuring self-regulation so as to prevent its negative aspects.

42. The potential to utilize social media as a communication tool for crime prevention and criminal justice issues should not be underestimated. Social networking is already being used for awareness-raising and information-sharing in a way that provides enhanced access to effective crime prevention knowledge and practice, as well as improved knowledge about the criminal justice system and how to engage with it in a positive way.³⁹ Social networking mediums also have the potential to build individual and social capital, which enhances awareness of, and resilience to, crime.

B. Applying social marketing approaches to facilitate public contribution to crime prevention and criminal justice

43. Social marketing is a process that seeks to combine research knowledge with modern forms of communication in order to engage key target groups. Because of its potential to empower individuals and communities, this medium also has the potential to facilitate positive social change through active participation.⁴⁰ Social marketing approaches have most commonly been used in programmes to promote public health outcomes, such as anti-smoking campaigns or disease prevention. They are less typically used in crime prevention and criminal justice settings, although significant examples exist of such approaches used in programmes to prevent drunk driving and family violence. For instance, Women’s Aid in the United Kingdom of Great Britain and Northern Ireland launched an awareness-raising social marketing campaign in 2007, with posters and comments from women celebrities, along with their head and shoulder portraits, which had been made up to show the physical effects of domestic violence. India, Nicaragua and South Africa have also used social marketing to tell stories of domestic violence and its impact on all members of the family and the community, while Australia, New Zealand and

³⁹ Murray Lee and Alyce McGovern, *Policing and Media: Public Relations, Simulations and Communications* (London, Routledge, 2013).

⁴⁰ Peter Homel and Tom Carroll, “Moving knowledge into action: applying social marketing principles to crime prevention” in *Trends and Issues in Crime and Criminal Justice*, No. 381 (September 2009).

the United States of America have all run campaigns to mobilize action to eliminate violence towards women.⁴¹

C. Using online communities and new media for knowledge and skill dissemination: risks and opportunities

44. A recurrent problem associated with local action to develop and implement innovative crime prevention measures is the lack of access to the knowledge and experience of experts or other communities. Online technologies and new forms of media offer opportunities to expand the knowledge base of good practice and successful initiatives.⁴²

45. For instance, the Radicalisation Awareness Network is a project guided by the European Union Strategy for Combating Radicalisation and Recruitment to Terrorism. The aim of the project is to facilitate the exchange of experiences and best practices between organizations through the creation of a network and a forum to exchange ideas. The goal is to unify community-based approaches that deal with the prevention of radicalization through collaborative networks of first-line practitioners, field experts, social workers, teachers, NGOs, civil society organizations, victims' groups, local authorities, law enforcement and academics. Project Eyewatch (launched in 2011) also uses Facebook to educate and prepare communities with regard to crime and crime prevention, and disseminate real-time information; it also provides a platform for communities to actively participate. Information released is controlled and authorized by local commanders or crime coordinators or crime managers and has thus far developed local and specialist Facebook pages, as well as closed forums.⁴³ The general risk associated with such programmes is the dissemination of populist and unproven, or even harmful, measures that potentially waste the limited time and resources of communities.

D. Social networking and modern policing: challenges and successes

46. The emergence of Internet-based social networking sites presents both opportunities and risks for enhancing citizen engagement in community policing and justice processes. While social networking has the capacity to facilitate criminal activity, it also presents opportunities for innovative community-engaged policing and crime prevention action by drawing together like-minded people. It further allows for timely communication of events and warnings to large sections of the population, and can be tailored to certain geographical locations.⁴⁴ For instance, in 2011 riots occurred in both the United Kingdom and in Vancouver, Canada. The London Metropolitan Police, the Greater Manchester Police and the Vancouver Police Department all used Twitter to publish information on their operations and to

⁴¹ Tracy Castelino and others, "Social marketing for preventing violence against women: making every action matter — literature review for the challenge family violence project" (Borderlands Cooperative, 2013).

⁴² Jessica Anderson, "Online communities: Utilising emerging technologies to improve crime prevention knowledge, practice and dissemination", *Trends and Issues in Crime and Criminal Justice*, No. 462 (April 2014).

⁴³ Josh Maxwell, "Project Eyewatch: reinventing Neighbourhood Watch through social media", *Royal Canadian Mounted Police Gazette*, vol. 75, No. 1 (2013).

⁴⁴ Lee and McGovern, *Policing and Media: Public Relations, Simulations and Communications*.

provide information updates to citizens. All police forces saw a significant rise in their follower numbers, both during and immediately following these events. During the riots, monitoring of the discussions of the general social media audience also allowed the forces to issue statements as an effective tool for fighting rumours.⁴⁵

47. A report on the use of social media by law enforcement personnel in the United States indicated that four out of five law enforcement agencies use social media for investigative purposes. Other uses include gathering photos or statements to corroborate evidence, identifying criminal activity or locations of criminal activity, soliciting crime tips, promoting community outreach and understanding criminal networks.⁴⁶ However, there are inevitable adverse effects of social media and new communications technologies, especially on individuals that require particular protection, such as children. Children have increased access to modern communications devices, and tend to become proficient in the use of related technologies from an early age. This environment facilitates opportunities for misuse of technology to abuse and exploit children, as children can easily engage with strangers and exchange large data files with sexual, racist or violent content, while possibilities for parental supervision and monitoring are restricted. Victimization risks increase, as children often do not fully understand threats associated with the use of modern technology, or are not sufficiently aware that, once material is shared, control over it is effectively waived. Initiatives for limiting children's exposure to harmful content, in cooperation with service providers, have suggested that protective measures can be implemented efficiently and speedily, while being accepted by the stakeholders in this process.⁴⁷

E. Role of traditional media: media influence on crime prevention strategies

48. Traditional media can be used to deliver carefully constructed messages for crime prevention purposes.⁴⁸ The increasing impact of different media sources on youth has also drawn attention to media literacy education, in other words, using the media to educate and change attitudes and behaviours concerning media coverage regarding youth crime.⁴⁹ Awareness campaigns can also utilize other existing community infrastructure to disseminate messages. For instance, Project Sunbird is an Australian joint anti-fraud initiative which contacted people in western Australia who may have been defrauded by international criminal groups via post. Moreover, in 2013, both the Pakistan Coalition on Media Safety and the International Friends of Media Alliance on Safety were established, comprised of media stakeholders in the country working for a unified agenda of safety for journalists, media workers and media establishments. These groups expand and strengthen programmes already

⁴⁵ Sebastian Deneff and others, "Best practice in police social media adaptation" (2012), deliverable D4.2.

⁴⁶ LexisNexis, "Social Media Use in Law Enforcement Investigations" (2012).

⁴⁷ "Study facilitating the identification, description and evaluation of the effects of new information technologies on the abuse and exploitation of children" (E/CN.15/2014/CRP.1).

⁴⁸ Brent Davis and Kym Dossetor, "(Mis)perceptions of crime in Australia", *Trends and Issues in Crime and Criminal Justice*, No. 396 (July 2010).

⁴⁹ See Vivien Carli, "The media, crime prevention and urban safety: a brief discussion on media influence and areas for further exploration" (ICPC, December 2008).

under way in Pakistan and provide, among other things, financial assistance to family members of killed journalists, legal assistance and safety training.⁵⁰

V. Conclusions and recommendations

49. The following are a set of preliminary recommendations. Some of these originate from the regional preparatory meetings for the Congress. There is significant space to expand upon these recommendations, particularly with respect to public-private partnerships, restorative justice and the role of the community and civil society in crime prevention:

(a) Member States could be encouraged to recognize and assess the role of traditional and new media in policies and programmes to strengthen crime prevention and criminal justice and develop strategies for addressing positive and potentially negative outcomes from the growth in social media use.⁵¹ Such strategies could focus on the dangers posed by criminal activities to the social and economic development of countries and societies at large, as well as on the consequences of engaging in crime;⁵²

(b) Member States could be invited to consider and adopt strategies and programmes on public participation in criminal justice (policing, prosecution, judiciary, legal advice and rehabilitation) such as lay judges, volunteer probation officers, paralegals and circle sentencing, in order to maximize the use of their available resources and to increase the trust of the public in the criminal justice system;⁵³

(c) Member States could be invited to share best practices and exchange information on private sector participation in crime prevention and criminal justice and to recognize the fundamental role of education and youth participation.⁵⁴ Particular attention could be devoted to the prevention of juvenile delinquency and victimization of children;⁵⁵

(d) Member States could request UNODC, subject to the availability of sufficient resources, to develop technical assistance tools to provide advice to States on how to encourage and benefit from public participation in crime prevention and criminal justice;⁵⁶

(e) Member States could be invited to consider the promotion and enhancement of a discussion of structural reforms required so that criminal justice systems can find comprehensive responses to problems of citizen security, such as domestic violence;⁵⁷

⁵⁰ United Nations Educational, Scientific and Cultural Organization, Communication and Information Sector, "Progress on journalists' safety in Pakistan" (2013).

⁵¹ See A/CONF.222/RPM.2/1, para. 50, and A/CONF.222/RPM.3/1, para. 73.

⁵² See A/CONF.222/RPM.4/1, para. 81.

⁵³ See A/CONF.222/RPM.1/1, para. 44.

⁵⁴ *Ibid.*, para. 45; see also A/CONF.222/RPM.2/1, para. 49, and A/CONF.222/RPM.3/1, para. 73.

⁵⁵ See A/CONF.222/RPM.4/1, para. 80.

⁵⁶ See A/CONF.222/RPM.1/1, para. 45.

⁵⁷ *Ibid.*, para. 46.

(f) Member States could request UNODC to investigate the need for and the added value of developing United Nations guidelines on public participation in crime prevention and criminal justice to complement the United Nations guidelines on crime prevention of 2002. Such a task could be undertaken in collaboration with other relevant United Nations agencies such as the United Nations Human Settlements Programme;

(g) Member States could be invited to consider granting long-term funding to strengthen public participation in crime prevention and criminal justice, including funding for assessing the effectiveness of specific measures over time;

(h) Member States could be encouraged to continue to promote and strengthen rule of law and human rights educational programmes, both to increase public awareness and to ensure full confidence and trust in the supremacy of law and the fair administration of justice;⁵⁸

(i) Member States could be encouraged, in the implementation of crime prevention activities, to ensure effective citizen participation through partnerships with local communities. In that regard, Member States could be invited to consider establishing multidisciplinary committees at the local level and developing mechanisms of online collaboration to enable broader participation.⁵⁹

⁵⁸ Ibid., para. 46; see also A/CONF.222/RPM.3/1, para. 74.

⁵⁹ See A/CONF.222/RPM.4/1, para. 79.