



# SAFER CITIES

URBAN SAFETY STRATEGY  
FORMULATION GUIDELINES



**PBILD**

**Peacebuilding and Inclusive  
Local Development**  
a joint UN Programme in South Serbia



**MDG** **F**  
MDG ACHIEVEMENT FUND



Schweizerische Eidgenossenschaft  
Confédération suisse  
Confederazione Svizzera  
Confederaziun Svizra  
Swiss Agency for Development  
and Cooperation SDC



# SAFER CITIES

## URBAN SAFETY STRATEGY FORMULATION GUIDELINES

Peacebuilding and Inclusive Local Development  
PBILD Programme

June 2011.

---

## INTRODUCTION

---

Formulating the Safety Strategies in South Serbia municipalities is just one of many activities implemented within the “Safer Cities” component of the Peacebuilding and Inclusive Local Development – PBILD Programme. The Memorandum of Understanding, signed by participating UN Agencies and 13 municipalities in Jablanički and Pčinjski districts anticipates that one of the activities within the programme will include the formulation of the Safety Diagnoses in all partner municipalities and the development of Urban Safety Strategies and accompanying Action Plans in selected municipalities.

The Urban Safety Strategy Formulation Guidelines have been prepared to support the process of formulation of Local Safety Strategies in the municipalities in Jablanički and Pčinjski districts in South Serbia. These Guidelines have been adapted from the UN-HABITAT Global Safer Cities Toolkit. The methodology has previously been adapted and tested in Serbia in the frame of UN-HABITAT SIRP Settlement and Integration of Refugees Programme.

These Guidelines represent a good starting point for all municipalities which are grappling with the problem of rising crime and violence and local authorities that are implementing projects/programmes for improving safety and the prevention of various types of violence and abuse. These are local communities which recognize a need to think about the future strategically, and prioritizing the citizens’ needs and demands. Protection from all forms of violence represents a basic human right established in the international documents ratified by Serbia. The current transition period demands that the highest international basic human rights standards are respected and protected.

## CONTENTS

---

1. The formulation of Municipal Safety Strategies - overview .....	4
2. The process of formulation of the Safety Strategy .....	6
3. Participants in the process .....	8
3.1 Stakeholders .....	8
3.2 Safety Coalitions .....	10
4. Outline of the Safety Strategy – articulation of contents and description of main chapters .....	11
4.1 Introduction .....	12
4.1.1 Executive summary and purpose of the strategy .....	12
4.1.2 General context .....	12
4.1.3 Overview of the formulation process .....	12
4.2 Local Safety Diagnosis .....	14
4.2.1 What is a Local Safety Diagnosis? .....	14
4.2.2 Outline of the Local Safety Diagnosis .....	14
4.2.3 Most common sources of information .....	15
4.2.4 Most relevant types of information .....	17
4.2.5 Common information gaps .....	17
4.3 Vision and definition of priorities .....	19
4.4 Description of priorities and definition of strategic goals .....	21
4.5 Action Plans .....	23
4.6 Work Plans .....	25
4.7 Monitoring progress .....	26
Annex 1 – Sample questionnaire for acquiring the data needed for formulating Local Safety Diagnosis .....	27
Annex 2 –Stakeholders’ analysis tools .....	32
Annex 3 – An example of the Resolution for the establishment of the Safety Board .....	33
Annex 4 – An example of Action Plan .....	36
Annex 5 – An example of Work Plan .....	37

---

# 1. THE FORMULATION OF MUNICIPAL SAFETY STRATEGIES - OVERVIEW

---

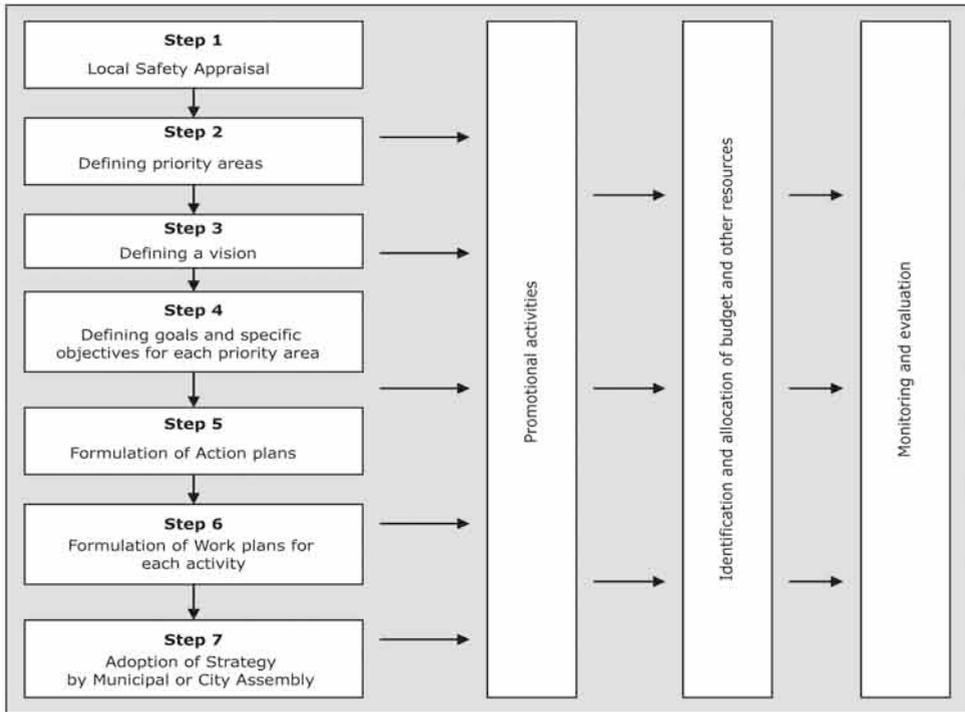
A Safety Strategy provides a framework for working with all types and manifestations of crime, violence and abuse within the municipal boundaries. The Safety Strategy offers support to improve the current situation in specific areas on the basis of complete understanding of the existing situation and gauging future needs. Improvements should be of use to everybody, especially to vulnerable groups.

The Safety Strategy should articulate an action plan for enhancing higher levels of safety and better quality of life on the Municipal level. This plan should consist of the following elements:

- Goals
- Measurable objectives
- Activities to be undertaken
- Monitoring indicators related to the expected outcomes
- Time schedule for accomplishing the objectives
- Identifying institutions and organisations responsible for conducting activities

Each of the above-mentioned components are mutually reinforcing and together they form the framework that should provide support to decision-makers, including in formulating the Municipal by-laws/regulations related to the local safety agenda, allocating Municipal budgetary resources and establishing a dynamic framework for supporting the development and improvement of the current situation.

Key steps of the process for developing a Local Safety Strategy:



---

## 2. THE PROCESS OF FORMULATION OF THE SAFETY STRATEGY

---

Formulating a Safety Strategy is a process. It is the direct product of the Local Safety Diagnosis and requires constant communication and continuous advancement to ensure effectiveness and sustainability.

This process can be compared to a journey which responds to four key questions:

- |   |                            |
|---|----------------------------|
| - Where are we now?.....                            | Local Safety Diagnosis     |
| - Where do we want to go?.....                      | Strategic goals/objectives |
| - How do we get there?.....                         | Action plan                |
| - How do we know if we are on the right track?..... | Monitoring instruments     |

The most important steps of the process include

- 1) **Starting the formulation process of the Safety Strategy.** A Municipality must reach a formal decision in order to initiate the process and mobilize stakeholders and partners, i.e. to make the institutionalisation of a working group, or establishment and appointment of the Safety Board. This will ensure the adequate legitimacy of the Safety Strategy formulation process and shows political engagement.
- 2) **Validate findings and agree on priorities.** Information gathered during the formulation of the Local Safety Diagnosis and the diagnosis report will be presented during a restitution workshop informing the participants on the results of the diagnosis, identifying and reaching consensus on the priority areas and strategic goals. (Detailed description of the Local Safety Diagnosis is given in Chapter 2).
- 3) **Assess and agree on options for action.** Upon reaching the agreement on strategic priority areas, it is necessary to find the best

way for their realisation. In order to prepare an effective action plan, a strategy is needed to ensure that the response is holistic, integrated and effective. (Detailed description of Action and Work Plans is given in Annexes 5 and 6).

- 4) **Municipality adopts the integrated Safety Strategy.** The document will include all four above-mentioned elements and will be submitted to the Assembly for adoption. Upon the adoption of the strategic document by the Assembly, the Strategy becomes a valid official document. The Strategy that is ultimately agreed and adopted provides a framework within which actions and interests of different stakeholders can be brought together in pursuit of a common goal. Furthermore, and based on the adoption decision, budget resources will need to be allocated for the implementation, monitoring and review of the strategy.
- 5) **Regular review and revisions.** Upon its establishment, the process will be developed further, with annual reviews and revision by key stakeholders and its subsequent re-adoption by the Municipality.

The Municipalities that have established a functional Safety Coalition<sup>1</sup> can more easily and systematically manage the entire process of the formulation of the strategy and the implementation of activities.

---

1 More about Safety Councils/Boards can be found in Section 3.2

---

## 3. PARTICIPANTS IN THE PROCESS

---

### 3.1 STAKEHOLDERS

---

Stakeholders represent the individuals, institutions and organizations related to a project – program. They can – directly or indirectly, positively or negatively – influence the planning process and the outcomes of a project – program, the same as these processes can influence them.

In the participatory decision-making context, this word is applied to groups, organisations (formal and informal; public and private) and individuals that have a significant interest, or are affected by, the planning process results. In the formulation process of the Safety Strategy, working groups of stakeholders and experts, who will have a key role in the action planning process and project implementation, are formed.

The expertise and mandates of key stakeholders can have a significant influence in the process and can differ as they would relate to priority issues of safety advancement and crime prevention. It is important to identify and mobilise those key stakeholders that can contribute to the project, both locally and at higher levels. Main stakeholders are those affected by crime and violence and those who work in or can influence factors and circumstances that determine the safety situation.

Stakeholders, depending on the specificity of a problem, are generally divided in one or more categories

- The ones whose interests are caused by the problems of environment, insecurity, and increased crime rates, as well as the ones whose activities significantly influence the problems; the ones who control or influence the management instruments significant for the environmental issues and management; and
- The ones who possess important information and necessary skills important for understanding the problems and the development of strategies and action plans

Identifying and mobilizing stakeholders is the first important activity of the planning process, already at the early stage of conducting the Diagnosis, as this step is fully based on their participation. Unsuccessful identification, mobilization and participation of the right persons/groups/institutions will basically weaken the entire process of preparation and adoption of the Safety Strategy.

Who are the right stakeholders necessary to be included – and who can determine who they are? The **stakeholder analysis**<sup>2</sup> is a tool which can help in identifying the stakeholders, and how they can be engaged in the process. It should respond to the following questions:

- Who is interested in the Safety Strategy results?
- Who will have influence on the formulation of Safety Strategy?
- Who will be affected by the Strategy?
- Who will work against the Strategy?

The relevant groups within the public, private and civil (social and communal) sectors should be separately defined in the analysis. A transversal analysis by the above-mentioned criteria should also take into consideration the aspects of availability of information, resources and operational capacities, expertise, that would be necessary for the implementation. However, an analysis only identifies the potentially relevant stakeholders, but it does not ensure that they will really be active partners. Therefore, other measures for “raising” their interest and ensuring their commitment will also be necessary.

---

2 An example of the tools used for the Stakeholder Analysis is given in Annex 2

---

## **3.2 SAFETY COALITIONS/PARTNERSHIPS**

---

Crime and violence is a phenomenon that cannot be addressed in isolation. No single organisation or agency can reduce the incidence of crime and violence or deal with the underlying causes of criminal and anti-social behaviour. Therefore, local organisations need to work together to develop comprehensive solutions to create a safe environment for all. These guidelines are founded on the establishment of a sustainable multi-disciplinary partnership that is mobilised around a common vision that is central for effective crime and violence prevention at the local level. More simply, crime and violence prevention is not someone else's responsibility, it is everyone's responsibility.

Partnership-building is an essential part of the process of planning and implementing an effective safety strategy at local level. Safety Coalitions/partnerships are established with the aim of monitoring a safety situation in a municipality/city, advancing prevention which contributes to better citizens' safety, due to the coordination with the organs, institutions and organisations in charge. Safety Coalitions/partnerships provide the Municipal President/Mayor with recommendations by their active participation throughout the Local Safety Strategies formulation process, as well as professional expertise when determining the needs and specific activities to be undertaken in this area. They also examine and propose possible financing methods and mechanisms, as well as the ways of monitoring progress and the use of allocated resources. Safety Coalitions/partnerships can be established and institutionalised on the local level as advisory bodies to the Mayors, i.e. Safety Boards<sup>3</sup>, by the decision of the Mayor or Municipal/City Council. There is also a possibility of establishing Coalitions/partnerships by decision of the Municipal Assembly in the form of commissions or working bodies, i.e. Safety Councils.

The members of Safety Boards/Councils are the representatives of the relevant sectors working on safety and crime prevention and can, if necessary, have their deputies participating in the Board/Council work if a member has been prevented to participate.

Boards/Councils are leading bodies at the Municipal/City level which, in addition to the above-mentioned, are formed to support and lead the work towards the identification of priorities in the area of safety and crime prevention, the formulation of the municipal Safety Strategy and the formulation of the Action Plans.

---

3 An example of the Resolution for the establishment of a Safety Board at the Municipal level is given in Annex 3

## **4. OUTLINE OF THE SAFETY STRATEGY – ARTICULATION OF CONTENTS AND DESCRIPTION OF MAIN CHAPTERS**

---

Specific expectations of each Municipality can reflect in the articulation of contents and the structure of the Strategy. The outline below represents an example that could be of use for the stakeholders who will participate in the formulation process, and further developed and adapted according to the needs.

### **1. INTRODUCTION**

- 1.1. Executive summary and purpose of the strategy
- 1.2. General context
- 1.3. Overview of the formulation process

### **2. LOCAL SAFETY DIAGNOSIS**

- 2.1. Main socio-economic characteristics of the Municipality;
- 2.2. Characteristics of key local stakeholders;
- 2.3. Level of service delivery by Local Authorities and Institutions;
- 2.4. Main safety problems, crime and violence manifestations, victims' and offenders' characteristics, causes of insecurity, responses to the current situation

### **3. VISION AND DEFINING THE PRIORITIES**

### **4. ASSESSING OPTIONS FOR ACTION**

### **5. ACTION PLANS**

### **6. WORK PLANS**

### **7. MONITORING TOOLS**

---

## **4.1 INTRODUCTION**

---

### **4.1.1 Executive summary and purpose of the strategy**

This section provides a brief description of the process undertaken for the formulation of the strategy, the goals and objectives of the strategy, summarizes the results of the diagnosis, and outlines some key conclusions and recommendations. Additionally, the summary presents a narrative description of the situation, the expectations and lists the strategic goals. Basically, it represents a promotional text. It is important to state when the formulation process began and when the document was finalized, then the information related to the Municipal decision or Mayor's decision on the formulation of the Strategy. It would also be important to identify who the champion/s of the strategy formulation has been throughout the process.

### **4.1.2 General context**

This section describes the current situation related to insecurity, both at the local level as well as at national level, giving a retrospective view of the legal frameworks in which the strategy will be defined. An overview of the existing national and local strategies and protocols related to crime prevention and safety advancement in general (Action Plan for Children, General Protocol for Children Protection from Abuse and Neglect, Development Strategy of Youth Health in Serbia, National Strategy of the Legislation Reform, various Local Strategic Documents and similar documents) can find their place in this section, with a short summary for each and identifying linkages and how they can contribute to the Safety Strategy.

This section should also guide the reader through some of the main issues and problems related to crime and safety and present the concept of crime prevention in short. The purpose of this is to introduce the reader with the problems the Safety Strategy addresses and the principles it is based on, putting an emphasis on prevention.

### **4.1.3 Overview of the formulation process**

This section should present an overview of the main information related to the formulation process of the strategic plan, including whether the decision on the formulation of the strategy has been supported by the Assembly/Mayor, who was nominated for the formulation of the strategy and by which document (e.g. Safety Board is nominated as the holder of the formulation of the Strategy, by the Mayor's Decision, No. XX).

In this part, it is also necessary to identify the different phases and steps undertaken during the formulation process: information and data

gathering, and the formulation of the Local Safety Diagnosis; presenting the first Draft of the Diagnosis to the stakeholders and defining the priority areas; forming working groups for each priority, defining strategic goals and specific objectives, etc.

Stakeholders, i.e. participants in the process, can be outlined in this section. It would be possible to state that all the stakeholders from all 3 sectors (public, private and civil society) have participated in the formulation of this document and in the decision-making process, in order to avoid listing all individuals, institutions and organisations.

When describing the planning process it would be important to give an overview of the methodological approach adopted and the main principles that guided the process, participation of the local community, transparency when formulating the vision, identifying the goals and defining the activities, the political support and the consensus of all political decision makers on the need of formulation and implementation, and similar.

---

## **4.2 LOCAL SAFETY DIAGNOSIS**

---

### **4.2.1 What is a Local Safety Diagnosis?**

The Local Safety Diagnosis is a key instrument to determine the crime and violence situation in a town/city, its manifestations, causes, impact on society and the public perceptions. It is also a tool to build awareness and mobilise the various stakeholders. The information can be gathered through meetings or by organizing focus groups with the participation of the city stakeholders (local authorities, police, criminal justice system, civil society, private sector and research institutions), as well as through the research and analyses of available and existing statistical data, such as police files, hospital records, etc. For data gathering, it is also possible to use a Questionnaire<sup>4</sup> which the Local Administration, along with a letter, would send to relevant local institutions and organizations, asking for data.

The Local Safety Diagnosis is integral part of the Local Safety Strategy. In these Guidelines the term Diagnosis is used to refer to the process of developing a reliable information base to inform the development of Safety strategies and action plans, and to measure the impacts of those strategies. The term Diagnosis, borrowed from the health sector, signifies that the assessment goes beyond the symptoms, but seeks to establish the causes of the problem.

The Local Safety Diagnosis describes:

- a. Main socio-economic characteristics of the city/town;
- b. The characteristics of key local stakeholders;
- c. Level of service delivery by the Local Authorities and the police;
- d. Existing legal instruments, strategies, policies and activities addressing municipal safety issues;
- e. the main safety problems, crime and violence manifestations, the characteristics of victims and offenders, and the fear and perceptions of crime and insecurity (information can be gathered also through the organization of few focus groups), which would include the issues related to the (perceived) causes of insecurity (1) at community level, (2) at family level, (3) at social level, (4) in the urban environment, (5) due to organized crime and (6) due to crisis in the criminal justice system.

---

4 A sample Questionnaire for acquiring basic data necessary for the formulation of Local Safety Diagnosis is given in Annex 1 of the Guidelines

The Local Safety Diagnosis can be complemented by more in-depth research, such as a victimization survey, offender surveys and women's safety audits. The purpose of this process is to develop a reliable picture of the local situation which does not necessarily have to be a scientific one, but which certainly does form a common ground for action. It should be based on different types of information gathered from a variety of sources and with the support of different methods. It should also assess the capacities and commitments of stakeholders and identify training needs.

This method consists of three tools:

1. a stakeholders analysis (b)
2. a municipal/community analysis (a, c and d) and
3. and a safety profile (e).

#### **4.2.2. Outline of the Local Safety Diagnosis**

- **Introduction**

Describes what the Local Safety Diagnosis represents and the methodology used for the preparation and formulation of the document.

- **The local context – Characteristics of the municipality**

This section provides the basic characteristics of Municipality, as well as a summary overview of its historical and cultural characteristics. It also identifies private sector actors, institutions, residents associations that exist at Municipal level including a short description of each. This section also describes the social aspects (culture, religion, education, sport and similar) and economic (commerce and factors influencing crime and violence, unemployment rate, investments, etc.) aspects of the municipality.

- **Crime and insecurity in municipality**

This section identifies the institutions dealing with safety and insecurity at local level, their mandates and short description of their activities.

- **Manifestations of crime and violence, delinquency, victims of violence and marginalisation**

The section dealing with crime manifestations, provides the list of official data and research and analysis results on: vandalism,

---

prostitution, substance abuse, black market, thefts, robbery, assaults, family violence, gender-based violence, traffic offences and criminal acts related to traffic safety, illegal possession and carrying of a firearm, corruption and similar.

It will be necessary to gather and state the data on delinquency, types and delinquents (professional delinquents/criminals, petty delinquents, occasional delinquents – recidivists and similar) and state the data on victims of violence (women, children, youth, old), including marginalized groups (socially neglected youth, youth in conflict with the law, street children, persons dealing with sex-trade). In addition to all the above-mentioned, this section will present a detailed description of the areas and locations of insecurity, i.e. hotspots.

- **The causes of insecurity**

This section comprises the socio-economic causes of insecurity and those linked with unemployment or insufficient employment, education or corruption and the psychological causes linked with gender-based violence, marginalization and social exclusion. It also identifies the institutional causes to crime and violence such as level of confidence in police, the overburdened penal system, the repressive justice system and similar. In the same section, attention would also be paid to the causes related to the public urban space and the urban environment, and other factors that facilitate and aggravate crime and violence.

- **Reactions to insecurity**

It identifies the responses of institutions (police, justice system, different Municipal departments etc.) and of the community/civil society to the issues of insecurity. The feelings/perceptions of insecurity and unsafety should be the focus of this chapter.

### **4.2.3 Most common sources of information**

(Secondary data – data already gathered by others for their own purposes)

- The Police
- The Criminal Justice System: courts, corrections, probations.
- Government (local, provincial and national): divisions for information and statistics: particularly information on demographics, service delivery, housing, employment, etc.
- Research institutions.
- Private security and insurance companies as well as law firms.
- NGO's and CBO's.
- Welfare services.
- Educational institutions: schools and teachers.
- Health facilities: clinics and hospitals.
- Religious institutions.
- International Development Agencies: bilateral and multi-lateral donors.
- Any relevant community surveys and research.
- The internet.

### **4.2.4 Most relevant types of information**

- Crime data: types, occurrences, offenders, victims, targets, etc.
- Environmental data: size of area (city or town), types of areas (residential, slums, hot spots), economic and political structures, alcohol and drugs abuse, small arms, gangs, corruption, etc.
- Demographic data: gender, age, ethnic groups, employment levels, etc.
- Government and service delivery data: basic and municipal services delivery – access and quality
- Partner and Stakeholder data: capacities, interests and resources
- Responses: existing initiatives, frameworks and good practices
- Perceptions: of risk and vulnerability and of governance, police and justice

---

#### **4.2.5 Common information gaps**

(Primary data - data collected for the specific purpose).

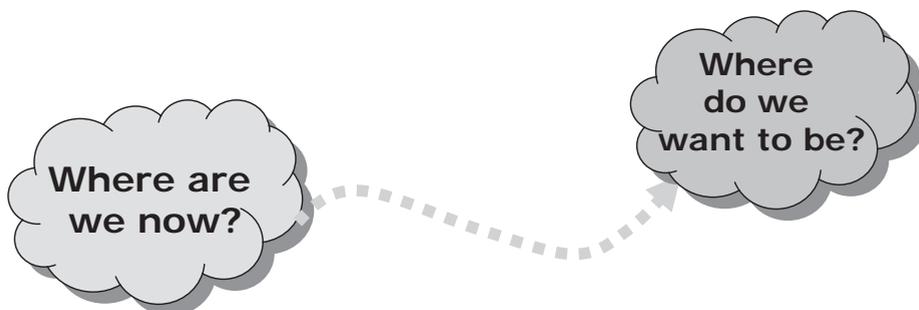
A Diagnosis commonly addresses some of the following information gaps.

- Characteristics of the offenders: age, gender, family situation, living status, employment status, education level, place of birth, place of residence, criminal record, etc.
- Characteristics of the victims: age, gender, family situation, living status, employment status, education level, place of birth, place of residence, victimization record, etc.
- Characteristics of the crimes: types, number, age and gender of offenders, number, age gender of victims, weapons involved, drugs/ alcohol involved, month of the year, day of the week, time of the day, area (to be able to do crime mapping)
- Feelings of safety: the fear of crime and victimization: per age group, gender, place of residence, week/weekend, day or night, Central Business District, etc.
- Identification of hotspots – areas where a lot of crimes take place. Existence of areas considered dangerous or inaccessible to the police.
- Identification of vulnerable groups and groups at risk (in terms of offending as well as victimization) as well as the key risk and resilience factors.
- Victimization: the voices of the victims to complement police statistics.

### 4.3 VISIONING AND DEFINITION OF PRIORITIES

Once decision makers of key partner organizations have met and are committed to the local crime prevention initiative, the next step is to organize a community workshop to build consensus and a common understanding regarding safety concerns, crime prevention and the need for concerted efforts. It is at this point that the vision for the city, however it is to be defined, is formulated and agreed upon at community level.

A vision represents a description of the desired future, including the changes we would like to make in order to live better, to solve the existing problems and identify and make use of the possibilities. It can be expressed by a short (slogan) or a longer sentence describing the desired future of our community or city, without details and specific solutions. **„Vision is like a lighthouse pointing the direction rather than determining the destination“.** (J.J. Mapes)



The strategic document will also identify the key priority issues with regards to insecurity, to be defined based on set principles and criteria and methodology (for instance, during the Local Safety Diagnosis presentation, when a discussion is open with local stakeholders...). The strategy could be comprised of 3 to 5 priority areas.

Below are the criteria that can help in defining the priorities:

Importance	How many citizens are interested in a problem or can benefit by solving the problem? Does it influence a great number of citizens?
Urgency	Is it necessary to solve the problem urgently?
Control	Is the problem solving under the control of stakeholders?
Feasibility	How much is the problem solving feasible? Do we have the necessary resources?

---

Defining the priorities from the Local Safety Diagnosis, with all interested stakeholders, represents a logical course of action. Upon presenting the results of the diagnosis, reviewing the most important parts and data gathered in the formulation process of diagnosis, an open discussion among the stakeholders leads to defining the problem, i.e. prioritized among other problems presented in the diagnosis, by its urgency, the factors contributing to the deterioration of the current situation or by any other characteristic.

#### **4.4 DESCRIPTION OF PRIORITIES AND DEFINITION OF STRATEGIC GOALS**

---

The Local Safety Diagnosis describes the current situation, while the strategic goals should clarify what the situation should be in 5 years as an outcome of the implementation of the Safety Strategy. The Diagnosis will identify and prioritize the insecurity problems and these will point to the most important goals which should be achieved.

The goals should be explicit and clearly respond to the identified priority problems. Each goal will have its foundation in the priority areas (problems) defined and will be connected to the previous analyses of the different manifestations of crime and types of violence. The goals which will be suggested here should thus result from the analysis made in Local Safety Diagnosis.

For each identified priority, it is necessary to define an overall strategic goal, as well as the specific objectives to be further elaborated in the work plans. Therefore, this part of the document should present a description of priorities, supported by specific data, and strategic goals defined for every priority area. There should be 3 to 5 key strategic goals. Every one of them should be formulated in one or two sentences, with additional explanation how each of these goals would contribute to a change. The relationship between goals should also be clarified at this stage.

Strategic goals reply to the following questions:

- |                 |  |
|-----------------|--|
| <b>What?</b>    | will the goals create the changes in the safety sector?                              |
| <b>Why/How?</b> | will they reach the anticipated changes? How will they contribute to making changes? |

Strategic goals represent a wide overview of what you would like to achieve regarding the specific problem. While strategic goals represent a wide overview of the problem solving, attention should be paid to defining the specific objectives which should be detailed, feasible and measurable. They represent a number of steps leading to the realization of the general goal. Special attention should be paid to defining the objectives as they represent the foundation of a successful and good planning process.

---

When defining the objectives, be sure that they are SMART!

(Specific)	Clear outcomes should be stated
(Measurable)	It is necessary to define the objective by setting targets that can be measured.
(Achievable)	At the very beginning, it is necessary to define objectives that would be easy to implement within the allocated resources and time, and whose achievement is under your control
(Relevant)	The objective must be in compliance with the general principles and subjects the Strategy deals with; it must be relevant to the safety issue.
(Time-bound)	There should be a set time within which the objective should be met. Otherwise, its achievement is questionable.

## 4.5 ACTION PLANS

Action planning represents: what should be done, who should do it and when it should be done. The Action Plan (AP) should be prepared in the form of a table organised in a way to reply to these questions. This is an unavoidable part of strategic planning where the AP represents the content, action and operational elaboration of the strategic plan. Action planning defines methods, means, measures, activities, to achieve the defined objectives.



The Teams for the formulation of strategies or Safety Coalitions can always, with little effort, reveal and set as a priority certain questions of general interest. However, setting the efficient strategies, matching the short-term goals with the long-term ones, as well as the costs and benefits between different social groups, is not simple at all. In addition to this, it is even more difficult to put into practice the strategies agreed on. Therefore, action planning is the most important part of the Safety Strategy, due to the fact that it connects planning with implementation, thus, aiming at the direct improvement in the safety situation.

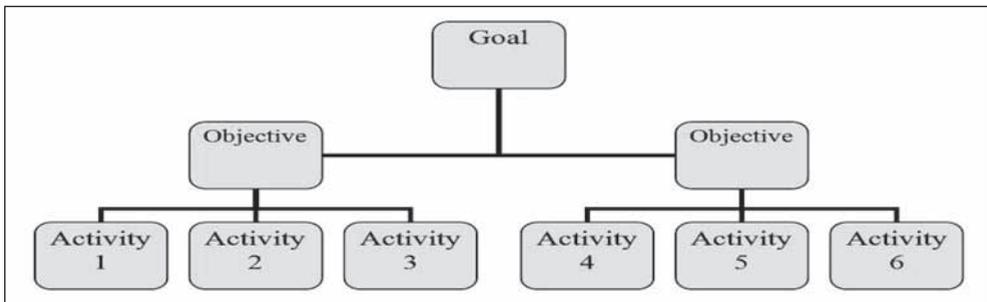
The Action Plan should transfer the widely accepted strategic goals and subsequently defined specific objectives into concrete actions, defining the necessary activities, competent stakeholders who will be responsible for the undertaking the activities and the necessary means, all in a clear time frame.

The Action Plan should concentrate on the activities that should be undertaken in a year or two, depending on the approaches and needs of the Municipalities and Teams in charge of the formulation of the document. A Municipality might develop detailed action plans for the years to come too. However, if this is not a case, it would be best to postpone the preparation of such detailed plans at a later stage, while assessing the results of the previously adopted Action Plans.

The following key questions address all main elements and components in the formulation and definition of Action Plans, and can be of support and guidance when engaging in the action planning process:

- Agree on **WHAT** should be done?
- **HOW** to accomplish what was agreed?
- **WHO** will do what was agreed?
- **WHAT do we already have** to accomplish what was agreed?
- **WHAT do we need** to accomplish our agreement?
- **WHEN** will that be done?
- **HOW** are we going to check it?
- **HAVE** we achieved what we agreed?

The following is the visual example of the organisation of the Action plan, specifically of the Goal, Objectives and Activities and their mutual relations.



An example of a table for the formulation of an Action Plan<sup>5</sup>:

General goal	Specific objectives	Activities	Partners	Time frame
		1.		
		2.		
		3.		
		4.		
		5.		

<sup>5</sup> An example of a formulated Action Plan is given in Annex 4

## 4.6 WORK PLANS

The activities defined in the Action Plan should be elaborated in the detailed Work Plans in order to aid implementation. Work Plans can be developed in relation to single activities or a group of activities, depending on how closely they are connected to each other and who is responsible for implementation. Work Plans should provide clear directions as to what and when should be done in order to realize a planned activity successfully.

This is an example of a table for the formulation of a Work Plan<sup>6</sup>.

<b>Specific objective:</b>				
<b>Work Plan for activities 1 and 2</b>				
1.				
2.				
<b>Leading partners:</b>				
<b>Actions</b>	<b>Partners</b>	<b>Deadlines</b>	<b>Needed resources</b>	<b>Indicators</b>
1.1				
1.2				
2.1				
2.2				

<sup>6</sup> An example of a formulated Work Plan is given in Annex 5

---

## **4.7 MONITORING PROGRESS**

---

Monitoring (observation of activities) and evaluation (estimation of success) are management tools that play a vital role in the development and implementation of crime prevention initiatives. Both tools are focused on assessing progress, as well as the impact the project activities have had at local level. In other words, these tools enable us to understand what works, with whom and why, or what does not work, how and why.

Monitoring and evaluation activities are also conducted to inform all partners about the status, progress and impact the activities have on target groups and community in general. They enable the prompt identification of the problems and obstacles in conducting the activities, providing for suggestions for possible adaptations and changes in view of accomplishing the defined goal/s and realizing the intended outputs.

Monitoring is conducted continuously and regularly by collection and analysis of information, assessing progress in the implementation of activities and in accomplishing results. Evaluation is a time-bound activity which tries systematically and objectively to estimate relevance, performance, success and impact of on-going and completed project activities.

## Annex 1

### Local Safety Diagnosis Questionnaire

Institution: \_\_\_\_\_

Address and contact: \_\_\_\_\_

Date: \_\_\_\_\_

The questions refer to the urban area only, while the data refer to the year of 2010.

#### 1.

What is your appraisal of safety conditions in your municipality/city?

\_\_\_\_\_

Do the citizens of your city feel safe or not in relation to local safety?

\_\_\_\_\_

How much is your appraisal based on the actual data?

\_\_\_\_\_

#### 2.

What are the main crime manifestations in our city?

\_\_\_\_\_

Which areas or parts of the city are most disadvantaged – in which parts of the city the criminal activities are registered most?

\_\_\_\_\_

In your opinion, what is the cause for this?

\_\_\_\_\_

In which places in the city (cafes, inns, restaurants, parks, vacation areas squares...) are the criminal activities most frequent?

\_\_\_\_\_

How much are the following forms of criminal activities present in the city:

Vandalism

a. Disturbance of the public order and peace

\_\_\_\_\_

---

b. Violent behaviour

---

c. Criminal offences against life and body (light and serious bodily injuries, murders)

---

Prostitution

---

Distribution and abuse of psychoactive substance

---

Violence (physical, sexual, emotional, financial) in family based on gender differences

---

Family violence (physical, sexual, emotional, financial): parents against children and children against parents

---

Sexual violence: harassment, rape etc

---

Thefts, burglary, robbery... (the things that are stolen most often, in which part of the city, what way...)

---

Black market – illegal trade of things (technical goods, art, antiques, artefacts...), psychoactive substances and narcotics, trafficking (of women, children), weapons, etc.

---

Forgeries

---

Traffic offences and criminal offences related to traffic safety

---

Use of different weapons (type, situations...)

a. Illicit carrying and keeping of weapons

---

b. Keeping of an illicit weapon

---

c. How often is a weapon used in criminal activities and in which ones?

---

Provoking general danger (use of different means which endanger people's health, destroy the environment...)

---

Corruption

---

Other acts

---

### 3.

According to you, which factors empower crime and violence:

- Increase in petty armament
- Substance abuse
- Development of violence culture
- Destabilized family
- Economic situation in our city
- Social-political system in the state
- \_\_\_\_\_

From which social environment are the criminal activities perpetrators recruited most:

- From the poor classes
- Middle classes
- Rich classes
- From the groups of unemployed, beggars...
- \_\_\_\_\_

How much is juvenile delinquency present in our city (a percentage in relation to the number of citizens and a percentage in relation to the committed criminal activities)?

---

Which are the most frequent criminal activities of minors?

---

What is the average age of minor delinquents?

---

Data on the victims of violence: who are the most frequent victims (age, gender, family situation, unemployment, educational level, place of birth and living, victim's file)?

---

---

Adults: \_\_\_\_\_

Women: \_\_\_\_\_

Children: \_\_\_\_\_

Youth: \_\_\_\_\_

Old: \_\_\_\_\_

Who are the most frequent perpetrators of criminal activities (age, gender, family situation, unemployment, educational level, date of birth and living, crime file)?

\_\_\_\_\_

#### 4.

How frequent are criminal activities?

Professional criminals/multi-recidivists:

\_\_\_\_\_

Occasional delinquents/accidental perpetrators of criminal activities:

\_\_\_\_\_

Petty/small delinquents

\_\_\_\_\_

#### 5.

Do you have a data on how much the Municipality has invested in the crime prevention programs? State it.

\_\_\_\_\_

Do you know what the Municipal costs relating to local safety are (crime, public safety, traffic...)? State the data.

\_\_\_\_\_

Are there any initiatives in our city regarding the crime prevention? Can you mention some of them?

\_\_\_\_\_

In your opinion, what would be necessary to do to increase the local safety level (which program/project or action)?

\_\_\_\_\_

Which stakeholders (organisations, institutions, individuals) could be engaged in it?

\_\_\_\_\_

Would you be ready to make your contribution and in what way?

---

Is there a possibility at the Municipal level of realising your idea through passing the Municipal decisions by which the institutions as well as the individuals would be obliged to conduct these decisions and programs?

---

**6.**

What is your opinion on the legal system efficiency?

---

What is your opinion on the legal system work transparency?

---

What is your opinion on cooperation, connection, coordination and efficiency of the work of key institutions (police, legal system, Centre for social work, health and education institutions, civil sector, media...), the work domain of which, more or less, refers to local safety?

---

Please, state your opinion on the criminal activities and safety tendency in your city in 2011 in relation to the data you presented for 2010.

---

**7.**

In the end, please state the specific characteristics (powers, weaknesses, possibilities, obstacles, current activities...) referring to the local safety within your work domain!

---

## Annex 2

### Tools used for stakeholder analysis

Stakeholder Analysis according to interest and influence

	Small influence	Great influence
Small interest	Stakeholders group of the lowest priority	Useful for discussion and formulation of opinion – mediators
Great interest	Important group of stakeholders (perhaps it needs to be activated)	The most important group of stakeholders

Stakeholder Analysis according to influence, interest and operational capacities

WHO	INFLUENCE	INTEREST	OPERATIONAL CAPACITIES
PUBLIC SECTOR			
PRIVATE SECTOR			
CIVIC SECTOR			

Score each stakeholder by the scale from 1 to 3 as follows:

1=low, 2= middle and 3= high

## Annex 3

### Example of the Resolution for the establishment of the Safety Board

Republic of Serbia  
MUNICIPALITY XXX  
Municipal President  
Number:  
Date

Based on the Article 41 of the Local Administration Law ("Gazette of the Republic of Serbia", Number 9/2 and 33/04), the Articles XXX of the Municipal Statute XXX ("Gazette of the Municipality XXX", No. XX/XX) and in compliance with the Conclusion of the Municipal Council or in compliance with the Conclusion of the Municipal Assembly

The Municipal President XX, date 2007, passed the

#### **RESOLUTION ON THE ESTABLISHMENT OF THE SAFETY BOARD**

##### **I**

The Safety Board of the Municipality XXX (the Board) IS ESTABLISHED with the aim of determining the priorities in the crime prevention and safety area, formulating a strategic plan and individual action plans in the stated area, due to the improvement in the citizens' safety.

##### **II**

The Safety Board provides the President of the Municipality XX with opinions and suggestions regarding proposals on crime prevention and safety, the passing of which is under the jurisdiction of the President of the Municipality, as well as with a professional advice and expertise in the development of proposals which the President of the Municipality forwards to the Municipal Assembly as an authorized proposer.

---

### III

It is determined that the Board comprises of 15 (fifteen) members<sup>7</sup>, including the representatives of the relevant sectors dealing with crime prevention and safety. These are:

- Local Authorities 1 representative,
- Center for social work 1 representative
- Health Center 1 representative,
- Educational institutions 1 representative,
- Police Administration 1 representative,
- District court 1 representative,
- Municipal court 1 representative,
- The Municipal Public Prosecution 1 representative,
- The District Public Prosecution 1 representative
- Elementary schools 1 representative,
- High-schools 1 representative,
- Associations of citizens 3 representatives, e.g. Young lawyers of Serbia, youth organisations or human rights organisations, students' parliaments, SOS phones and similar.

Every member of the Board appoints his/her deputy to participate in the work of the Board if a member is prevented to come.

Board meetings are called by the President of the Board who is also the Chairman.

### IV

The Board's tasks, in compliance with the positive legal provisions, are:

- Defining the existing safety problems and priorities,
- Defining the programs and activities leading to solving the defined problems,
- Formulating a strategic plan, action plans and their updating,
- Monitoring the safety situation in Municipality
- Advancing prevention which contributes to better safety of citizens,
- Coordination with competent organs,
- Examining and proposing the methods of financing the activities in the area of crime prevention and safety, as well as the methods of monitoring the expenditure of allocated resources,
- Preparing the initiatives and suggestions for organizing professional consultations and other forms of the advancement in this area,

---

<sup>7</sup> The number of members is possible to adjust to the needs of Municipality/Town. This is only a suggestion and a starting framework.

- Submitting a report on the results achieved in the prevention programs,
- Improvement in the general safety of citizens,
- Performing other tasks in compliance with the basic goals and assignments for which the Board has been established

**V**

Professional and administrative tasks for the Board will be performed, within the Department for Municipal works, by the Sector for the tasks of Municipal President and Municipal Council<sup>8</sup>.

The Resolution should be forwarded to:

- the members of the Board
- the Sector for the tasks of Municipal President and Municipal Council
- archive.

THE PRESIDENT OF THE MUNICIPALITY XX

XXX XXX

Signature

---

<sup>8</sup> It is necessary to formulate the point V according to the relevant Municipal Decision by which the jurisdictions, organization and working methods of the Municipal Administration are determined



## ANNEX 5 Example of Work Plan<sup>10</sup>

<b>Specific goal:</b> decreased percentage of serious criminal acts committed by the drugged persons for 10% to June 2008				
<b>Work Plan for activities 6 and 7</b>				
3. Provide technical equipment to the Department of criminal technology and the group for fighting against substance abuse related problems in Police Department Cacak				
4. Development of a database of persons dealing with producing, selling and enabling narcotics abuse				
<b>Leading partners: Police Department and the Prosecution</b>				
<b>Actions</b>	<b>Partners</b>	<b>Deadlines</b>	<b>Needed resources</b>	<b>Indicators</b>
6.1 Supplying and putting in use the narcotics detection equipment	Police Department	July 31st 2007	1.500.000,00 dollars (means provided by the Local Authorities)	Needed equipment provided
6.2 Training of police officers for using the equipment	Police Department and ...	September 31st 2007	Additional resources not needed	Police officers trained for using the equipment. Equipment put in use.
7.1 Receiving needed consent by Ministry of Inner Affairs				
7.2 Development of the structure and key features of the database				
7.3 Regular updating of database				

10 An example of the Work Plan taken from the Project "Stop Drugs – Cacak Safer Town"







# PBILD

**Peacebuilding and Inclusive  
Local Development**  
a joint UN Programme in South Serbia

