

Practice Guide

Building Political and Administrative Capacity to Respond Collaboratively to Community Safety in South African Cities



TABLE OF CONTENTS

Acknowledgements	4
Acronyms	5
Foreword	7
Introduction	8
Outline	10
Municipal framework for a transversal approach to urban safety	12
Section One: Building a shared vision of urban safety	14
1. Developing a shared understanding of urban safety	14
Is urban safety a new local government function?	14
The language of urban safety	14
2. Developing a shared vision for urban safety	15
Communicating the shared vision	16
Local government's urban safety responsibilities and mandates	17
Section Two: Strengthening the three political-administrative interfaces for a transversal approach to urban safety	18
1. Strengthening the political-administrative interface for a transversal approach to urban safety	18
• Political and administrative championing of urban safety outcomes	18
• What: What urban safety tasks require a strong political-administrative interface?	18
• Cross-cutting urban safety tasks	19
• Who: Urban safety responsibilities of key political and administrative positions	20
• Lead responsibilities for urban safety in municipalities	22
2. Strengthening the interdepartmental interface for transversal urban safety outcomes	24
• Steer departments for an integrated approach	24
• Capacitate the leading department	24
• Appoint an urban safety team	24
• Establish a coordinating structure	25
• Ensure that urban safety is every department's business	26
3. Strengthening the multi-stakeholder interface for urban safety	26
• Community Safety Forums	26
• Three interfaces of political-administrative support for urban safety	29
Section Three: Approaches to strengthening the political-administrative interfaces	30
1. A well-defined approach: Clarifying roles and responsibilities	30
2. An accountability-based approach: Key Performance Indicators	30
• A documented approach	31
• A rigorous approach	31
3. An evidence-informed approach	32
• An informed, transparent approach	32
4. A cross-cutting approach	33
• A deliberative approach	33
• A responsive approach	33
• A resource efficient approach	33

5. An inclusionary approach	33
• A participatory approach	33
• A power sharing approach	33
• A trust building approach	34
• A diversified approach	34
6. A safeguarding approach	34
• A gender-based violence prevention approach	34
• A xenophobia prevention approach	36
• A youth focused approach	36
Section Four: Municipal tools and resources supporting collaboration between the political and administrative interfaces	38
1. Policy development – a key municipal tool for embedding urban safety	38
2. Municipal planning tools for institutionalising urban safety	39
• How to develop a Community Safety Plan in 4 stages	39
• How to integrate Community Safety Plans into the IDP	41
• Urban safety integration in sector plans	42
• Crafting safer futures in neighbourhoods: Area-based planning	43
3. Resourcing urban safety	45
• The cost of crime costs across municipal functions	45
• Off-budget options and partnerships	45
• Area-based integrated budgeting to embed urban safety in the work of all departments	46

ACKNOWLEDGEMENTS

This resource was made possible by the commitment and direction of the SA Cities Urban Safety Reference Group (USRG), convened by the South African Cities Network (SACN) and supported through the financial contribution and technical guidance of the Inclusive Violence and Crime Prevention (VCP) Programme implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ) and co-financed by Global Affairs Canada (GAC). The USRG further acknowledges Buffalo City Metropolitan Municipality, the City of Ekurhuleni and the City of Tshwane whose deep knowledge, experience and commitment made this resource possible.

Process Facilitation & Authoring:

Dr Tanya Zack and Dr Kirsten Harrison, Justine Neke (Indlela Growth Strategies)

Project Coordination:

Siphelele Ngobese (SACN), Tihlohelo Mokgere (GIZ), Kayla Brown (SACN)

Content Editing:

Dr Tanya Zack, Dr Kirsten Harrison

Design:

Ayanda Phasha (UNDRGRND CREATIVE)

Additional contributions from SACN participating cities and national partner departments. Unless otherwise indicated, photocredits are © South African Cities Network and GIZ-VCP South Africa

Photographic Images:

All photographic images belong to GIZ VCP.

Suggested citation:

SACN. 2024. *Practice Guide: Building Political and Administrative Capacity to Respond Collaboratively to Community Safety in South African Cities*.

A product of the Urban Safety Reference Group. South African Cities Network: Johannesburg.

Available online at www.sacities.net and www.saferspaces.org.za.

Title: Practice Guide: Building Political and Administrative Capacity to Respond Collaboratively to Community Safety in South African Cities.

ISBN: 978-0-7961-5603-7

© 2024 by South African Cities Network. *Practice Guide: Building Political and Administrative Capacity to Respond Collaboratively to Community Safety in South African Cities*. It is made available under a Creative Commons Attribution-NonCommercial-ShareAlike 4.0 International License. To view a copy of this license, visit <http://creativecommons.org/licenses/by-nc-sa/4.0/>.

Published by:

South African Cities Network (SACN) Urban Safety Reference Group
158 Civic Boulevard
Braamfontein, 2017
Johannesburg

With the support of:

Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, Inclusive Violence and Crime Prevention Programme
333 Grosvenor Street
Hatfield, Pretoria
0028

ACRONYMS

ABVPI	Area Based Violence Prevention Intervention
BCMM	Buffalo City Metropolitan Municipality
CBD	Central Business District
CBO	Community-based Organisation
CNPS	The Comprehensive National Prevention Strategy
COGTA	Cooperative Governance and Traditional Affairs
CPF	Community Policing Forum
CPTED	Crime Prevention through Environmental Design
CSF	Community Safety Forum
CSP	Community Safety Plan
CSPS	Civilian Secretariat for Police Service
DCS	Department of Correctional Services
DDM	District Development Model
DHA	Department of Home Affairs
DoJCD	Department of Justice and Constitutional Development
ECD	Early Childhood Development
EKU	City of Ekurhuleni
EM	Executive Mayor
EMS	Emergency Management Services
EPWP	Expanded Public Works Programme
ETH	eThekweni Metropolitan Municipality
GBVF	Gender-based Violence and Femicide
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
IDP	Integrated Development Plan
IUDF	Integrated Urban Development Framework
KPI	Key Performance Indicator
LED	Local Economic Development

LGBTQIA+	Lesbian, Gay, Bisexual, Transgender, Questioning, Intersex and Asexual
LUMS	Land Use Management System
MMC	Member of the Mayoral Committee
NDP	National Development Plan
NSP on GBVF	National Strategic Plan on Gender-based Violence and Femicide
NUA	New Urban Agenda
SACN	South African Cities Network
SALGA	South African Local Government Association
SAPS	South African Police Service
SDBIP	Service Delivery and Budget Implementation Plan
SDG	Sustainable Development Goals
SDF	Spatial Development Framework
SPLUMA	The Spatial Planning and Land Use Management Act
TSH	City of Tshwane
USRG	Urban Safety Reference Group
VCP	Inclusive Violence and Crime Prevention Programme
VPUU	Violence Prevention through Urban Upgrading
WPSS	White Paper on Safety and Security

FOREWORD

Practice Guide: Building Political and Administrative Capacity to Respond Collaboratively to Community Safety in South African Cities.

On behalf of the Urban Safety Reference Group (USRG), the SACN and the GIZ Inclusive Violence and Crime Prevention Programme (VCP) are proud to present a set of products reflective of the desired city practice and home-grown lessons and insights for further adaptation and learning.

This Practice Guide, as the title suggests, aims to improve the capacity of the political and administrative arms of cities, to collaborate on safety and foster a shared vision that resonates and is embedded across city functions. Safety being a developmental barrier or enabler, this offering is also meant to provide a frame for city administrations engaging internally to keep safety focal, especially in times of higher frequency in political changes.

We are especially proud that this resource is co-created with and informed by the rich experience of South African cities, namely the City of Tshwane, the City of Ekurhuleni and Buffalo City Metropolitan Municipality; with input and guidance from the broader USRG. The process of developing this work took the form of in-depth facilitated conversations in selected cities to gain an understanding of the challenges and opportunities for closer collaboration. Whereas our processes mainly target officials or technocrats, in an unprecedented development, this work also reflects the voices of political leadership with a role in safety, in the respective pilot cities.

This toolset is no silver bullet to challenges associated with political-administrative collaboration. It does however provide a vantage into the varying experiences of cities that may offer lessons and techniques for building convergence and continuity for safety governance. It is also a conversation starter, towards getting on the same page about key concepts and sites of intervention where the city has direct influence. We hope this Practice Guide is also a useful template for thinking about institutionalising or designing safety into city budgets and planning processes, which is critical for ensuring interventions are sustainable and achieve trackable impacts like crime reduction.

We invite you to explore, use and adapt the interactive components as needed and trust you will find the work relevant, impactful and a useful resource for continued conversation and collaborative action.



Nosipho Hlatshwayo
CEO (Acting)
**South African Cities
Network (SACN)**



Thomas Hellmann
Programme Manager
**GIZ Inclusive Violence
and Crime Prevention
(VCP) Programme**

PRACTICE GUIDE

Strengthening the political-administrative interface to build a shared approach to urban safety in South African municipalities

Introduction

This practice guide is intended for all stakeholders working for safer South African cities. It is for government officials, politicians and community members.

It deals with the questions: What are the effective ways of supporting the shared work of municipal safety functions, planning and implementation? How can systems across municipalities better respond to the safety crises in our cities? How can politicians and officials work together better for safer cities with a shared sense of purpose and common values? What skills do officials and politicians require in order to optimize their shared work of urban safety? And what institutional structures best facilitate urban safety interventions?

This practice guide draws on engagements with 3 of South Africa's metros: the City of Tshwane, the City of Ekurhuleni and the Buffalo City Metropolitan Municipality. In-depth interviews and a series of workshops focused on how to optimise urban safety in municipalities through institutionalisation and building the relationships between the political and administrative arms of government. The best practice and lessons harvested in these interactions as well as learnings from available material on urban safety processes in municipalities are incorporated in this guide.

Local government is required to use its various systems and strategies to create safer, more inclusive, and sustainable communities.

It is recognised that urban safety is complex and involves the achievement of conditions that meet social, economic, developmental and spatial needs. The servicing of these needs involves multiple sectors of a municipality. A shared approach recognises urban safety as the responsibility of the entire institution - both the executive and the administration - the politicians and officials - who must collaborate to realise safety.

It is precisely because urban safety is a cross-cutting issue that the strategies, plans and actions to intervene in the interest of safer cities are so dependent on good working relationships and effective coordination across municipalities. Within municipalities effective working relationships for urban safety are required between politicians and officials as well as between departments. And because it is a concern that impacts the lives of all residents, effective intervention requires that there be effective relationships between the municipality and community stakeholders.

The interface between these actors who impact the sustainability of urban safety interventions is affected by changes in local government, by poor role clarification, by weak relationships, by a lack of credible data, by ineffective communication, by inadequate accountability.

This practice guide:



Suggests practical ways of building a better interface within the three stakeholder groups who influence urban safety approaches.

This applies to:

- Improving the political-administrative interface around urban safety
- Deepening interdepartmental collaboration for urban safety
- Involving multiple stakeholders in the collective monitoring, planning and taking action for urban safety



Suggests that the key building blocks for improving the interface and collaboration between the parties for urban safety include:

- Clear roles and responsibilities
- Accountability
- Evidence-based decision making
- Strengthened relationships between politicians and officials
- Partnering
- Safeguarding at risk groups

Outlines the planning tools that guide, resource and operationalise urban safety across all sectors of the municipality. These are:

- Policies
- Plans
- Integrated budgeting



Outline

This practice guide considers:

SECTION ONE: Building a shared vision of urban safety

SECTION TWO: Strengthening the three political-administrative interfaces for a transversal approach to urban safety

SECTION THREE: Approaches to strengthening the political-administrative interfaces

SECTION FOUR: Municipal tools and resources supporting collaboration between the political-administrative interfaces

Throughout the guide there are **practice notes** and **case examples** of mechanisms for improving collaboration between politicians and officials to strengthen a transversal approach to urban safety in municipalities.



Practice note:



Case example



MUNICIPAL FRAMEWORK

FOR A TRANSVERSAL APPROACH TO URBAN SAFETY

Given that

South African cities are plagued with extremely high rates of crime and violence & crime and violence hinder development & the causes of crime and violence are complex & crime and violence have enormous social and economic cost implications & the solutions to addressing these causal factors are multifaceted



South African metropolitan municipalities recognise that urban safety is more than immediate protection from threat

and that

urban safety is preventing, reducing, and containing the social, environmental and intimidatory factors that affect a citizen's right to live without fear of crime and violence which impact upon their quality of life. It includes preventative local measures that contribute to violence and crime prevention

and that

urban safety is the collective responsibility of all political-administrative interfaces in cities-



the political and administrative sectors within the municipality



every department within the municipality



multiple stakeholders across cities

and therefore

South African municipalities acknowledge that no individual or sector can achieve urban safety outcomes alone

and that

urban safety is a city-wide outcome that can only be achieved through co-ordinated, cross-cutting approaches

South African municipalities commit to building a shared vision for urban safety

and

to strengthening the interface for integrated working relationships on urban safety in all political-administrative interfaces, namely the



political-administrative interface



interdepartmental interface



multi-stakeholder interface

METROPOLITAN MUNICIPALITIES' FRAMEWORK FOR A TRANSVERSAL APPROACH TO URBAN SAFETY

through adopting an approach that



clarifies roles and responsibilities



supports accountability



promotes evidence based decision making



strengthens relationships between politicians and officials



partners for urban safety



safeguards at risk groups

and through applying this approach to the employment of existing municipal systems to embed urban safety as a transversal service across municipal structures

and to

the employment of policy, planning and resourcing tools to develop and to capacitate the design and implementation of plans, strategies and interventions that address the hindrances to urban safety and therefore to development

so that



these structures, plans and resources will be directed at achieving the vision for urban safety through cross cutting approaches and interventions at a city wide level as well as a neighbourhood level.



our cities will be environments in which economic growth can occur; where poverty and social exclusion can be reduced; where individuals and families can live free of crime, intimidation, or violence and indeed the fear of these threats.

SECTION ONE: Building a shared vision of urban safety

1. Developing a shared understanding of urban safety

Is urban safety a new local government function?

Urban safety in local government is not a new function. Rather it is an approach that prioritizes safety outcomes by reorienting services to benefit the community. Local governments can integrate safety considerations into existing service delivery obligations without incurring additional costs. Agreeing on a transversal and holistic definition of urban safety is the first step towards embedding urban safety into the institution.

Through agreeing on a holistic approach, municipal officials and politicians can identify safety outcomes throughout many functional areas of the municipality, such as economic development, building regulations, public transport, and public space management.

The language of urban safety

The understanding of urban safety must be shared by politicians and the administration.

Safety is often taken to simply mean the absence of crime. In practice, safety refers to an environment in which economic growth can occur; where poverty and social exclusion can be reduced; where individuals and families can live free of crime, intimidation, or violence and indeed the fear of these threats.

It is important that safety is differentiated from the much narrower concept of security.

Security refers to the immediate and physical protection of property, an individual, collective or place from perceived or actual threat. The idea of security does not incorporate the social, developmental, or causal aspects related to safety.

Urban Safety is preventing, reducing, and containing the social, environmental and intimidatory factors that affect a citizen's right to live without fear of crime and violence which impact upon their quality of life. It includes preventative local measures that contribute to violence and crime prevention.

Case example



In many South African municipalities, urban safety is viewed as a law enforcement function and not more broadly. As a result there are no existing mechanisms to integrate the broad nature of the concept into the prevailing institutional framework.

When eThekweni talks about safety, they talk about all the matters that are critical for the urban environment to be safe. This includes focusing on safety within the smart city initiatives, within urban management, within public space management, etc. Ensuring that safety is tackled transversally means various safety interventions are also linked to all other sector departments.

Transversal urban safety recognises that we need holistic interventions that go beyond the criminal justice system. It recognises that communities are complex systems that need high levels of social cohesion to ensure that people living within the area are resilient to crime and violence. It acknowledges that different stakeholders within the community and local government administration are important actors in efforts to reduce crime and violence, and have the shared responsibility to ensure the safety of every individual.

2. Developing a shared vision for urban safety

What does a safer city look and feel like? This question should be workshopped at the top levels of the administration and the executive. It should draw on the visions of stakeholders across the municipal area.

Municipalities should lead a collaborative process of articulating the vision for urban safety. This vision can be led through the Community Safety Forum (CSF) processes and the collective development of the Community Safety Plan (CSP). The urban safety vision must be locally driven by officials and politicians and supported by community members. And it can be articulated in a citywide urban safety vision that is committed to by the executive and the administration. This vision would establish the City's position and commitment to urban safety in carrying out its duties.

Agreeing on a shared understanding of urban safety is fundamental to beginning the process of establishing a transversal approach.

The development of a shared vision requires listening to one another's hopes and visions for the safer city we want and the safer city we can co-create.

Practice note:

Developing a city-wide Urban Safety Vision

The visions that community stakeholders hold for urban safety can be garnered through a structured participatory process. This can be through existing structures that politicians engage with - ward committees and others, as well as through Community Safety Forums and the myriad of organised forums at neighbourhood or sector level that various departments engage with including, business forums, youth forums, etc. Since urban safety is not a standalone issue, the process may be part of a medium term strategic planning process or IDP roadshows.

Next, structured dialogues can be convened between departments and clusters of the administration to reflect on the vision for urban safety from the perspective of various sectors.

The combined inputs may be the basis of urban safety dialogues between politicians and officials. The shared vision of urban safety that the municipality aims for should be articulated at the highest level and all senior members of the executive and administration, as well as incoming councillors should commit to achieve the outcomes articulated in the vision.

The shared vision requires stakeholders to undertake a realistic assessment of the current reality and to review key strategies that can assist in implementing the shared vision.

These problems don't fall within one department's responsibility. Departments and political heads need to work together to tackle the lack of safety in cities. And departments and political officers need to understand and agree to their roles and responsibilities.

Communicating the shared vision

Communication lies at the heart of stronger relationships both within and beyond city government. It is essential that municipalities communicate their shared vision for urban safety again and again. Each sphere of influence has an important role to play in getting the message to their constituency. It is also essential that the right messengers are identified to lead this communication.

Practice note:

The key messengers of the urban safety vision

The Executive Mayor (EM) whose role it is to lead the citizens and hold the Council together should acknowledge urban safety problems, demonstrate empathy and show how the problems are being addressed.

The City Manager whose role it is to coordinate the work of all departments should share and reinforce the urban safety vision across all sectors of the administration.

Ward councillors and ward committees should share and discuss the vision with residents.

Influencers who are respected by communities, should be encouraged to share the urban safety vision widely.

Case example



Municipalities have to establish partnerships with their communities. Officials in Ekurhuleni emphasise that municipal infrastructure belongs to everybody in the community and each community can contribute to the safety in the city through the protection of assets. Effective communication with local communities around city plans and resource constraints will assist in building trust.

BCMM recognise that each department in the City is impacted by urban safety challenges whether it be tourism, local economic development, spatial planning, transport or special programmes. The BCMM however also requires close collaboration with external stakeholders such as provincial government. This is especially important for housing developments where provincial government funds and plans settlements. Without the involvement of the City's spatial planning department, safety in new settlements will be overlooked.

Local government's urban safety responsibilities and mandates

Local government is mandated to promote safe and healthy environments, aligned with international goals and national policies. This mandate applies to both politicians and the administration in municipalities.

Urban safety is a global development concern. It is encapsulated in the development commitments and goals of international development agencies. International mandates to address urban safety include:

- Sustainable Development Goal (SDG) #11 emphasizes inclusive, safe, resilient, and sustainable cities.
- The New Urban Agenda (NUA) focuses on cities in policy and planning.
- The UN System-wide Guidelines on Safer Cities and Human Settlements.

The governance framework for safety in South Africa emphasises that all spheres and levels of government, as well as society as a whole, have the collective responsibility for making South Africa safe for all its people. The role of local government is particularly important, given its proximity to communities and its constitutional mandate to build safe and healthy environments.

National Policies and Plans that mandate municipalities to address urban safety:

Section 151(2) of the Constitution provides that municipal councils possess both legislative and executive powers. In other words, the council both makes laws (by-laws) and implements them.

Various national policies and plans guide local government in promoting urban safety, including:

- The National Development Plan (NDP) stresses the importance of local safety and the role of local government.
- The District Development Model (DDM) highlights safety in the One Plan implementation.
- The White Paper on Safety and Security (WPSS) emphasizes a whole-government approach, with local governments coordinating safety measures.
- The ICVPS - the Integrated Crime and Violence Prevention Strategy, which operationalises the 2016 white paper.
- The Integrated Urban Development Framework (IUDF) prioritizes community safety and harnessing stakeholder potential.

Several national frameworks tackle Gender-Based Violence and Femicide:

- The National Strategic Plan on Gender-Based Violence and Femicide (NSP-GBVF) guides the national response and provides a multi-sectoral framework.
- The Comprehensive National Prevention Strategy (CNPS) operationalizes Pillar 2 (pillar 2 focuses on prevention and social cohesion) of the NSP-GBVF.
- Forthcoming guidelines on integrating community safety and GBVF prevention into IDPs offer municipal guidance.

Local Government Planning Tools integrate safety into planning, budgeting and implementation:

- The municipal Integrated Development Plan (IDP) integrates safety concerns across sector plans to strategically allocate resources.
- The Spatial Planning and Land Use Management Act (SPLUMA) empowers municipalities to align city-wide safety strategies with development plans.
- Spatial Development Frameworks (SDFs) articulate the city's developmental and spatial vision, including safety considerations. Land Use Management Systems (LUMS) have legal force and can support various urban safety initiatives.

Find more resources here:

- SALGA. 2022. Enhancing the role of local government in building safer communities in South Africa. SALGA Draft Position Paper. 1-38
- Stone, K. 2021. Safety planning in metro municipalities, Chapter 6 of the Guidebook. Final Draft. 1-35.

SECTION TWO: Strengthening the three political-administrative interfaces for a transversal approach to urban safety

There are three levels of political-administrative engagement with the complex dynamics of urban safety issues in cities. These are:

- The political-administrative interface, comprising officials and councillors within a municipality working in their separately defined roles as well as collaboratively to achieve urban safety outcomes
- The interdepartmental interface, comprising relevant officials from all departments working together for urban safety outcomes
- The multi-stakeholder interface of state and non-state actors working together to achieve safety outcomes at neighbourhood level or city wide level



Collectively the groups and individuals within three stakeholder groups shape the vision for urban safety in a municipal area. They collaborate on the planning, implementation and monitoring of urban safety strategies, programmes and projects to improve safety outcomes in each area of service delivery and across cities.

1. Strengthening the political-administrative interface for a transversal approach to urban safety

Political and administrative championing of urban safety outcomes

Once a shared vision and definition of urban safety is agreed, it is essential to establish effective institutional arrangements for supporting urban safety programmes and projects.

Existing municipal structures can improve their support for municipal objectives for safer cities.

This section outlines the key steps and responsibilities for securing political and administrative support and ensuring a transversal approach to safety.

WHAT: What urban safety tasks require a strong political-administrative interface?

Municipalities are able to support urban safety through several functions. Each of these is transversal – requiring cross cutting perspectives and integrating the inputs and services of various municipal agents. They require coordination within the political and administrative sphere as well as the interdepartmental sphere.

Cross-cutting urban safety tasks

Politicians and officials must work together to:

1

Institutionalize urban safety in departmental operations

- Mainstream crime prevention in municipal development projects.
- Incorporate safety measures in the planning and management of the built environment.
- Ensure each sector department embeds urban safety into their planning processes.
- Ensure indicators are attached to safety outcomes and accountability is enhanced.
- Align by-laws and policies to ensure they address urban safety as cross-cutting.

2

Support inclusive engagement

- Recognize the vital role of all political champions in driving urban safety.
- Encourage active participation from all government and societal stakeholders to enhance safety.
- Establish sustainable forums for community and public participation to ensure interventions are responsive and are owned at local levels.

3

Build integrated approaches

- Implement collaborative, integrated approaches involving multiple municipal departments, stakeholders, and communities.
- Seek innovative and inclusive methods to address the complex root causes of crime and violence.

4

Build a transversal urban safety approach

- Address not only crime and violence but also consider spatial design and inclusive elements to unite communities, children, women, youth, LGBTQIA+, and people with disabilities.
- Create environments that promote safety and inclusivity.
- Contribute to inter-governmental relations platforms where urban safety is impacted by the land holdings, policies, actions and powers of other spheres of state.

5

Support resource integration

- Combine the resources of various security stakeholders, including SAPS, local and metropolitan safety departments, private security companies, and community safety structures.
- Integrate the resources of municipal departments and spatial development, economic, and social functions to prevent crime and support urban safety.
- Establish and resource implementation structures at municipal level to ensure the requisite skills and capacity exist for pursuing safety interventions.

6

Cultivate a culture of crime prevention across neighbourhoods

- Encourage a proactive approach to preventing crime at the community level.
- Raise awareness and promote a shared responsibility for safety.

7

Tackle urban safety at neighbourhood level

- Develop local safety plans and strategies to both crowd in and streamline resources of various sectors into particular geographic areas.
- Integrate tactical urbanism and spatial interventions that improve surveillance, movement and activation in local places.

8

Support accountability for urban safety

- Develop and implement monitoring and evaluation systems including community safety audits, and ensuring that the evidence base for urban safety issues and programmes is sound.

WHO: Urban safety responsibilities of key political and administrative positions

A major cause for overlap and neglect of responsibility around urban safety in local government is the lack of clarity around roles and responsibilities.

For both the executive and the administration it is critical that the service of urban safety be championed at the highest level. And that there be a clear political principal and a clear administrative project manager who holds the authority to coordinate the tasks. These and other roles are elaborated below.

As a core function across the executive and administration urban safety must be led from the highest level. Political commitment is required from the full Council, Mayoral Committee and the Executive Mayor. Oversight functions should be executed by Section 79 and Section 80 committees.

& Administrative, human, and financial support for implementation should ideally be embedded within the City Manager's Office.

For politicians, it is essential to secure political buy-in for municipal safety plans.

For officials, it is important to secure the necessary administrative, human, and financial support for plan implementation.

Case examples



For many City departments, urban safety is focused on maintaining infrastructure and not thinking strategically about how to build a transversal approach. This is because the level of vandalism of state infrastructure is extremely high. One official says, 'the traditional thing for our department is to keep the lights burning for the community. But a major part of our budget goes towards the safety and security of our infrastructure assets - our streetlights, our network. The cost of repairing and of securing infrastructure impacts on the operational budget, removing funds from the maintenance budget'.



When political principals change often, it is difficult to sustain urban safety projects and programmes. For a new MMC in the municipality, projects are inherited from previous MMCs.



Officials are often able to provide continuity in these cases. They can share the history of existing projects and programmes. Officials can provide the evidence for why the continuation of urban safety programmes matters. Officials who have worked in municipalities for an extended period of time are able to build relationships across departments which facilitate more collaboration and improved inter-departmental discussions.

POLITICAL AND ADMINISTRATIVE COMMITMENT TO URBAN SAFETY POLITICAL CHAMPIONING

Political champion
(MMC for Urban
Safety) who
secures:



Political buy-in and championing of community safety

Capacity Building of councillors

Knowledge sharing amongst councillors

ADMINISTRATIVE CHAMPIONING

Administrative
'driver' of
Urban Safety
who secures:



Institutionalisation of Urban Safety in the administration

Coordinating establishment of Community Safety Forum

Developing Community Safety Plan and coordinating implementation



Lead responsibilities for urban safety in municipalities

Municipalities have institutional systems that support urban safety. The responsibilities of key roleplayers are outlined below:

Executive Mayor	<ul style="list-style-type: none"> ● Assume overall responsibility for the safety plan. ● Facilitate awareness-raising campaigns. ● Direct departments to prioritize safety implementation as a top municipal concern.
MMC Community Safety	<ul style="list-style-type: none"> ● Lead politically on urban safety in the municipality and hold administration accountable. ● Promote community safety through the creation of an enabling environment within the local sphere for other partners to improve safety. ● Enable and promote community participation in planning to ensure municipal efforts are targeted in responding to the local context in creating safer spaces.
Oversight Committees	<ul style="list-style-type: none"> ● Monitor progress against key performance indicators. ● Ensure alignment with City goals. ● Hold administration accountable for projects and programmes.
Executive Committees	<ul style="list-style-type: none"> ● Initiate safety plans and strategies. ● Oversee administration of these. ● Engage in regular decision-making processes.
Metro Sub-councils	<ul style="list-style-type: none"> ● Allocate specific plans and activities to different sub-councils, specifically in hot-spot areas. ● Promote area-based approaches to policing and violence prevention. ● Make recommendations to Council on safety risks in the area to ensure it is prioritised and that the proper institutional mechanisms and arrangements are in place to respond effectively.
Ward Committees	<ul style="list-style-type: none"> ● Conduct ward-level safety audits. ● Implement an area-based approach to community safety. ● Work in partnership with community stakeholders. ● Strengthen community participation in safety planning processes and activities. ● Establish different forums to talk about issues affecting the Ward in particular (i.e., substance abuse forums, GBVF forums, city forums, African Diaspora forums, youth development forums etc.) ● Ensure adequate participation in CSFs and representation by all wards.
City (Municipal) Managers	<p>Assume administrative and financial responsibility for the safety plan and establish adequate responsibility within departments by ensuring specific safety measures in sector plans, supported with financing and resources, including:</p> <ul style="list-style-type: none"> ● Human Settlements ● Metro Police Service ● Infrastructure Services ● Health and Public Safety ● Development and Spatial Planning ● Corporate Services and Executive Support Services ● IDP Manager
Other Committees or Elected Officials	<ul style="list-style-type: none"> ● Establish a Community Safety Committee responsible for assessing the extent to which community safety is mainstreamed across sector plans.
Community Safety Forums	<ul style="list-style-type: none"> ● Coordinate and mobilise community participation in safety planning and community safety projects. ● Facilitate public input on the metro safety plan. ● Consider matters raised by the community. ● Promote awareness of community safety and crime prevention. ● Support community safety programmes and projects.



Actively contributing to urban safety

You can actively ensure municipal urban safety priorities are:

- Supporting intergovernmental cooperation that prioritizes community safety.
- Participating in safety analysis, surveys, and evidence collection.
- Integrating safety strategies into the Integrated Development Plan (IDP).
- Monitoring and assessing safety strategy performance through relevant indicators.
- Presenting performance outcomes to the public and council.
- Tailoring safety programmes to address local needs and challenges.
- Enforcing by-laws related to safety, crime, and violence prevention.
- Encouraging community participation in safety initiatives.
- Ensuring inclusivity for marginalized community members.

Mainstreaming safety in the municipality

As a dedicated councillor, you have the authority to hold officials and councillors accountable.

Your oversight role means ensuring:

- Urban safety features in KPIs of all municipal departments.
- Safety is central to all departmental operations.

Your role in prioritising urban safety means ensuring:

- Spatial plans, strategies, and policies prioritise urban safety.
- Decision makers consider urban safety.
- Resources (human, financial, institutional) are allocated for safety initiatives.

Your influence on resource allocation means:

- Advocating for urban safety initiatives in municipal budgets.
- Integrating departmental budgets.

Your guidance on transversal approaches means ensuring:

- Diverse departments collaborate to achieve shared safety goals.



Guidance for Municipal Councillors taking a lead in

URBAN SAFETY

As a Municipal Councillor, you hold a unique position of influence within your community and carry significant responsibility in

preventing crime and violence, and promoting social cohesion.



As a councillor, you are primarily accountable to your local community. To deepen community engagement for urban safety, ensure that:

- Community engagement is organized in a responsive way.
- Community interests are prioritised over political interests.
- Ward committees comprise skilled and dedicated individuals.
- Marginalized community members are heard.
- Communication is honest and transparent.

 Find more resources here:

Jaap de Visser, J. 2009. The political-administrative interface in local government: assessing the quality of local democracies in Local Government Bulletin vol 11(5) available at: <https://dullahomarinstitute.org.za/multilevel-govt/local-government-bulletin/archives/volume-11-issue-5-november-december-2009/lgb-iss-11-5-assessing-the-quality-of-local-democracy.pdf>



2. Strengthening the interdepartmental interface for transversal urban safety outcomes

Steer departments for an integrated approach

How can municipalities institutionalise urban safety inside the administration? How can departments be supported to collaborate and coordinate strategies and interventions? In the face of a repeated complaint that municipal services are delivered in silos, how can the service of urban safety be driven in a transversal manner in the administration?

This level of coordination requires a strong steering structure. A department that can undertake the lead for coordinating all departments' urban safety inputs into the municipality's core strategies and plans must be identified. In turn these plans will guide implementation and accountability.

Capacitate the leading department

The department which has the greatest level of influence for elevating safety as cross-cutting and promoting area-based and transversal approaches across different sector departments should take responsibility for the urban safety plan/ Community Safety Plan. It is important that.

- The person (or group of people) tasked with overseeing the safety plan in that department possesses the requisite knowledge, skills and capacity.
- All municipal practitioners should be made aware of and be trained through the safety training accredited by the LGSETA. It is a key resource for building capacity
- The department has the authority to hold individuals and departments accountable.
- The department has the political and administrative support to implement the plan.
- The department can harness coordinating mechanisms to:
 - Oversee implementation of the municipal safety plan.
 - Facilitate dialogues about the cross-cutting nature of safety.
 - Identify opportunities for transversal developmental interventions strengthen levels of community safety across the municipality.

Appoint an urban safety team

This team must have the skills, authority and track record to lead a cross-cutting approach to urban safety. The team should:

- Hold a senior position and be situated within a department or office to which relevant department heads report to.
- Be able to make strategic decisions and have available resources.
- Have the inclusion of safety plan tasks/deliverables embedded in their KPIs.
- Recognise the importance of multistakeholder partnerships and community engagement.

Case examples

City officials recognise the importance of municipal councillor support for urban safety. Municipal officials participate in knowledge sharing sessions but seldom have discussions and debate with councillors. They indicate that communication with councillors must be focused and strategic, 'What is it that we want them to advocate for? And how do we ensure that we work together to achieve a common goal'.

Although City officials stressed they do not undertake any projects in wards without the full involvement of the ward councillor, some ward councillors found accessing City officials very difficult.

The City of Ekurhuleni officials highlight that a City-wide safety strategy will allow for a transversal approach to urban safety and includes all departments getting together and speaking the language of urban safety. Without a city-wide strategy, collaboration is more difficult. Currently, the Strategy and Corporate Planning Department is working towards consolidating a transversal approach to strategy development across all departments. Real change requires a clear strategy and passionate leadership.

 Find more resources here:

<https://www.saferspaces.org.za/blog/entry/accredited-training-on-community-safety>



Establish a coordinating structure

In addition to a lead department, it is important to have a committee/task team where interdepartmental decision-making can take place.

NB: The coordinating structure should sit within the City Manager's Office.

A coordinating structure must pull together all relevant departmental decision-makers and the inputs of all departments. It must ensure all departments execute the necessary work to action the municipality's vision and goals for urban safety.

The committee/structure must:

- Have clear reporting lines and mechanisms for accountability.
- Have representation of senior officials of relevant departments.
- Be located within the City Manager's Office to ensure a coordinated, multi-sectoral approach and to assess the extent to which safety is mainstreamed across the other sector plans.
- Be adequately resourced with officials skilled in their respective functions for community safety.
- Meet regularly to report on targets and ensure alignment of safety plan with other strategies and plans.
- Provide regular reporting to monitor progress towards targets.
- Ensure alignment with key programmes such as the IDP etc.

By embracing your role as a municipal councillor, you become a driving force in creating safer neighbourhoods, fostering community collaboration, and ensuring a more secure future for all.

Practice note:

Locating urban safety in the City Manager's Office is advised in order to avoid some of the risks of politicising community safety. The City Manager's Office is able to work transversally most easily in many municipalities.

Case example

In eThekweni the Safer Cities Unit is located in a cluster called Community and Emergency Services. Political support for urban safety in eThekweni is at the highest levels with the Mayor being the chair of the Community Safety Forum and the City Safety Project. The Safer Cities Unit works closely with the Mayor as the Head of the Safer Cities Unit is the official advisor to the Executive Mayor on safety and governance related issues.



Ensure that urban safety is every department's business



3. Strengthening the multi-stakeholder interface for urban safety

The municipality does not lead alone in the task of creating safer cities. It must cooperate and collaborate with key stakeholders to prevent crime and to generate safety projects and programmes. The prescribed structure for formalising a transversal approach to urban safety within a multistakeholder sphere of influence is the Community Safety Forum.

Community Safety Forums

The Community Safety Forum (CSF) is a crucial platform for leading a Community Safety Plan focused on preventing and addressing crime and violence.

This allows the CSF to ensure coordination, integration, and implementation of multi-sectoral crime prevention and community safety initiatives, aligning with national and provincial priorities.

The CSF's roles include any safety matters within a community that makes people unsafe in their streets, homes and places of work. It brings together all state institutions whose mandates overlap with safety.

CSF's include participants from all three spheres of government as well as community-based organisations and formations including:

- Department of Correctional Services (DCS)
- Department of Justice and Constitutional Development (DoJCD)
- Department of Home Affairs (DHA)

- Department of Cooperative Governance and Traditional Affairs (COGTA)
- Metro, District and Local Municipalities
- South African Local Government Agency (SALGA)
- Social Cluster Departments (in all spheres of government)
- South African Police Service
- Civilian Secretariat for Police
- Provincial Departments responsible for community safety

Because of the number of stakeholders, roles and responsibilities within these partnerships should be clearly defined to ensure transparency and accountability.

Practice note:

How to work transversally to integrate urban safety in projects and programmes

- Meet together with other departments to integrate projects and programmes.
- Hold joint urban safety dialogues and training sessions across various departments.
- Hold joint urban safety dialogues with politicians.
- Bring evidence to joint sessions and discuss the implications of what the data is revealing about how well or badly the city is doing on urban safety indicators.

Case examples



eThekweni operates a war room structure for area-based safety activities. This is a structure that pulls the same key departments together weekly to focus on different geographic areas. A war room is best suited to a focused high level intervention for a dedicated task. It may be convened to address an aspect of urban safety - whether fire risk in crowded buildings, or vandalism of lighting infrastructure, or to address safety concerns in a particular neighbourhood. The benefits of the dedicated war room is its ability to convene high level decision makers for a focused, time-limited intervention and to have weekly accountability on set tasks. A war room can also be set up as a regular meeting between executive decision makers from multiple departments, this will ensure close collaboration and coordination.



The City of Tshwane's urban safety team, through close collaboration with other municipal departments, has incorporated Crime Prevention through Environmental Design principles (CPTED) into the Tshwane Metropolitan Spatial Development Framework, the Regional Spatial Development Frameworks, Precinct plans, Human Settlement plans, Urban Development Frameworks and Integrated Transport Planning.

 Find more resources here:

USRG Guide on Community Engagement for Community Safety. South African Cities Network Urban Safety Reference Group. Available online at: <https://www.saferespaces.org.za/learn-how/entry/a-guide-to-community-engagement-for-community-safety>





Case example



City officials work closely with metro police departments and with SAPS on joint operations. In workshops, many ward councillors appealed for closer relationships with SAPS.

Given there is no metro police department in Buffalo City Metropolitan Municipality, the municipality works very closely with SAPS and the District Commissioner. Establishing the Community Safety Forum will broaden stakeholder engagement and assist in better managing urban safety.

Find more resources here:

- Stone, K. 2021. Safety planning in metro municipalities, Chapter 6 of the Guidebook. Final Draft. 1-35.
- SALGA. 2019. Developing Community Safety Plans: A Guidebook for Provincial and Municipal Officials. Available online: <https://www.saferspaces.org.za/learn-how/entry/a-guidebook-for-provincial-and-municipal-officials> (accessed 19 October 2023).
- SALGA. 2016. Capacity Building Process for Portfolio Councillors in Community Safety, Community Service in cooperation between SALGA- DSL – GIZ-VCP partnership, by Mbumba Development Services.



Three interfaces of political-administrative support for urban safety

Improving the political-administrative interface

- Appoint an MMC: Community Safety.
- Establish a Community Safety unit in the City Manager's Office.
- Develop an urban safety pledge that senior politicians and officials commit to.
- Hold urban safety dialogues and safety training sessions where politicians and officials get the opportunity to share thinking and ideas on urban safety.
- Report regularly on urban safety in all standing committees and portfolio committees.
- Ensure accountability of incoming councillors to existing City programmes that foreground safety.
- Hold urban safety dialogues and safety training sessions that include politicians and officials.
- Inform and upskill incoming councillors on existing urban safety policies and programmes.

Improving interdepartmental collaboration for urban safety

- Develop a common vision, as well as indicators and targets for urban safety.
- Incorporate safety KPIs on every department's scorecard.
- Report on safety indicators at every level, on every project.
- Develop a digital platform and dashboards that track the state of urban safety.
- Coordinate data collection and analysis to avoid duplication.
- Incorporate urban safety in the IDP and SDF.
- Examine overlapping projects to ensure synergy.
- Establish targeted interdepartmental task teams for particular outcomes.
- Coordinate and crowd in initiatives through area-based approaches to projects.
- Provide budgeting for urban safety measures within project plans.
- Actively share knowledge with other municipalities.

Improving multi stakeholder engagement for urban safety

- Publicise the City's vision for urban safety.
- Develop a Community Safety Plan through collaborative approaches.
- Provide training and education campaigns around key issues such as GBV prevention.
- Establish a Community Safety Forum and ensure senior municipal decision makers participate.
- Use existing forums such as ward committees, business structures and others to expand urban safety actions and collaboration.
- Proactively call a Joint Operations Committee to address preventative measures to deal with high risk conditions.
- Establish a public facing dashboard and urban safety barometer where all residents can provide input and receive information.
- Ensure municipal data on safety is open access.
- Partner with private sector, business, schools and civil society for urban safety projects as well as for sharing of resources and knowledge.
- Establish school safety programmes.
- Conduct community safety audits and develop community safety plans in neighbourhoods.
- Actively ensure voices of LGBTIQ+ persons, women, youth, children, migrants and minorities are included.

SECTION THREE: Approaches to strengthening the political-administrative interfaces

1. A well-defined approach: Clarifying roles and responsibilities

There are key challenges that can arise between politicians and officials. These relate in particular to separation of powers and to the risk of political interference in the work of the administration.

Firstly, in terms of separation of powers, the Constitution grants the Council both legislative and executive powers. So the Council both makes by-laws and implements them. This merging of legislative and executive powers is often highlighted as a cause for the governance problems in municipalities. This complicates the relationship between councillors and administrators.

Some separation of powers exists in legislation:

- In terms of the Municipal Systems Act (MSA) the Council appoints senior managers, but other appointments are made by the administration. And the Code of Conduct for Councillors prohibits them from inappropriate interference in the administration.
- The Municipal Finance Management Act (MFMA) bars councillors from taking part in tender decisions. It includes many provisions designed to separate the council from the administration.

Secondly, inappropriate political interference complicates the political-administrative interface. Such interference can be seen in staff appointments, tenders, credit control decisions and the implementation of the Code of Conduct. A key concern is cases where a senior political office-bearer becomes a municipal staff member. This interferes considerably with lines of accountability. It often leads to power struggles that impact service delivery.

There are institutional measures that can be taken to further clarify roles and responsibilities as well as to regulate working relationships between politicians and officials.

2. An accountability-based approach: Key Performance Indicators

Once policies and strategies for urban safety are developed and agreed, projects and programmes need to be implemented. This requires that specific measuring tools be developed to hold the municipal administration and politicians accountable for achieving the outcomes set out in the plans.

Practice note:

How to entrench inclusive decision making around urban safety

- Political parties can reposition the local caucus as a political structure trusted to take decisions that cannot be by-passed or undermined by party structures. This means party structures must provide strategic support to the local caucus, and not micro-manage the administration.
- The Systems Act indicates that municipalities must adopt terms of reference, which is specifically designed to deal with overlapping responsibilities, grey areas and disputes.
- The terms of reference outlines organisational values, dispute resolution rules, reporting rules etc. It requires an inclusive decision-making process in the municipality. It can be adopted by a majority but should actually be endorsed by every councillor in order to be truly effective (de Visser, 2009).

A documented approach

One of the most important ways to track progress and to keep all parties accountable is through reporting. Urban safety reporting should be a requirement in all committees and in departmental reports, project reports and programme reports.

The complexity of developing Key Performance Indicators for urban safety for each department cannot be underestimated. These indicators must be developed with departments and not imposed on them.

A rigorous approach

The existing municipal structures are able to hold the administration accountable. They provide oversight and monitoring of progress. And they are a critical interface between officials and politicians. Officials need to communicate the programmes and projects presented to committees clearly, and to provide a sound evidence base to support project objectives

Practice note:

Politicians must exercise oversight on projects and programmes through the use of key performance indicators. Urban safety should be a permanent item on the agenda of every standing committee.

Evidence-based reporting must be undertaken against indicators. Ongoing data capturing and analysis is necessary for measuring the conditions of urban safety and progress against targets and indicators.

Urban safety must be measured at a city-wide scale as well as departmentally through the use of key performance indicators. The collating of data and progress of all departments should be undertaken by the lead department overseeing urban safety initiatives.

Hold local leaders accountable to the community. This ensures that decisions reflect the community's best interests.

Case example



Policy is a major municipal tool for urban safety

Political interference in existing projects and programmes undermines the long term sustainability of urban safety interventions. Multi-year projects are most likely to have the greatest impact. Programmes and projects with external funding are also more likely to survive political changes. When urban safety projects earmarked for specific wards are cancelled, ward councillors are in the difficult position of having to explain the cancellation to their communities and officials become disheartened.

In workshops, Ekurhuleni politicians emphasise the need for policy to foreground urban safety. Policy is the major tool for driving priorities in the municipality. Clear directives must be included in policy so that these can be monitored by oversight committees.

Find more resources here:

SACN. 2020. Rules of the Game: A practitioner-centric review of the municipal performance management system in five South African cities. Available online: https://www.sacities.net/wp-content/uploads/2021/01/Rules-of-the-Game-Report_final-draft-1.pdf (accessed 9 November 2023).



3. An evidence-informed approach

An informed, transparent approach

Effective data collection is critical for measuring urban safety interventions. Existing data is collected in municipal departments and by other levels of state, from research institutions and from SAPS.

Sharing data allows officials and politicians to track urban safety projects and programmes and other key indicators.

Evidence helps to depoliticize issues. **Officials indicate that projects that are evidence-based have a higher likelihood of surviving political fluctuations in councils.**

Data represents the evidence of what the state of safety is in a geographic area. It is also information that can be used to analyse factors that impact safety. Local data can be used and verified by ward councillors.

Data can be used to assess the impact of interventions and the impact of environmental, economic and social conditions on levels of crime and urban safety. This data is necessary for planning, budgeting and monitoring of projects and programmes that impact urban safety.

Evidence is also necessary because it provides a measurable indicator of conditions. This is important for the justification of plans and for motivating for projects and for budget.

Additional mechanisms can be used by community members. People should be able to identify geographic points where high risks or incidents are experienced. Heatmaps of safety and risk can then be developed and continually updated. Such dashboards could be developed by the City, but equally they could be developed privately or by research institutions.

Where a robust system of data collection and processing is in place further public facing media should be employed to keep citizens informed and encourage them to participate in the efforts to track safety. Newspapers, radio programmes and social media opportunities should be used to publicise safety barometers and harvest data so that urban safety is on everyone's lips.

Residents are invaluable partners in gathering data about crime and violence in their neighbourhoods. Participatory mapping engages citizens from the start, strengthening their ownership of safety planning. This method also provides essential baseline information for informed decision-making.

Practice note:

Section 79 or Section 80 committees?

- Municipal committees are key instruments for oversight.
- A Section 79 committee - is chaired by a councillor who is not a member of the executive committee. It reports directly to the council.
- A Section 80 committee - assists the executive committee and is chaired by a member of the executive or mayoral committee. It reports to the executive committee, not to the council.
- Municipalities often opt for Section 80 committees where there is usually little deliberation at the full council meeting as the preparatory work of discussing reports etc. is done in the committee. However, this system is not effective in enabling oversight by the council over the executive and the administration. A committee should be established to measure the progress made by the administration and not just prepare an item for the municipal executive. Committees interrogate policies and decisions, measure progress and ask hard questions.
- A better route is to establish Section 79 committees, chaired by non-executive councillors. And there needs to be investment in the functioning and skills of councillors designated to chair Section 79 committees.

Find more resources here:

The Youth for Safer Communities is available at <https://www.saferspaces.org.za/be-inspired/entry/youth-for-safer-communities>
Participatory School Environment Audit



4. A cross-cutting approach

This approach puts the notion that urban safety is everyone's business into practice through ensuring safety is institutionalised - that it is a standing item in committees, that it appears in all municipal plans and programmes and that coordinating structures are created at the top of the administration to ensure ongoing prioritisation and action to pursue safety outcomes.

A deliberative approach

In practice the one on one relationships between officials from various departments and between officials and politicians impacts on the collaborative efforts to further urban safety interventions. This requires communication, communication, communication.

A responsive approach

A transversal approach responds to the causal factors that undermine safety in cities. It addresses the environmental, social and economic crises that impact violence and crime. This includes addressing urban management as a safer city priority. It means consistently attending to overflowing drains, litter, illegal dumping, broken street lights, unmanaged grass in open spaces - all of which contribute to reducing visibility, walkability and safety in public areas.

A resource efficient approach

A transversal approach also means keeping fellow officials and politicians informed of plans and programmes and keeping abreast of the other programmes and initiatives in the municipality and actively seeking opportunities to leverage budget and other resources for safety outcomes. This extends to finding innovative sustainable solutions to infrastructure that impacts safety.

5. An inclusionary approach

A participatory approach

A transversal approach requires first and foremost that the executive and the administration work together for urban safety, in the ways described above. Transversality also requires that the municipality partner with stakeholders and with community groups to realise safer neighbourhoods and a safer city. Community engagement for urban safety involves citizens in decision-making processes, improving planning and strategies for urban safety interventions. It is essential for ensuring municipalities work in the community's best interests.

A power sharing approach

Effective community engagement hinges on constructive dialogue and shared leadership.

Embrace collaboration, co-ownership, and shared leadership to foster innovative and effective solutions. Sharing power offers an opportunity to address complex social problems through diverse inputs, shared efforts, and accountability.

Practice note:

Integrated urban safety reporting - collating the data and progress of all departments should be undertaken by the lead department overseeing urban safety initiatives. Safety barometers can hold both officials and politicians accountable for performance on projects and programmes to improve urban safety. They should be public documents and be dynamic - there should be an ongoing tracking of key safety indicators that everyone has access to. Information sharing is a critical part of building collaborative partnerships

Case example



The City of Ekurhuleni is sharing knowledge and information through its Knowledge Management Office to ensure that all departments plan together.

This department facilitates important discussions between City departments. They bring together practitioners to exchange knowledge. There was an acknowledgement that knowledge sharing needed to be extended to include politicians. This will allow for both the administrative and political arms of government to work together to achieve a common goal.

The City of Ekurhuleni and the City of Tshwane are running community safety audits. The Tshwane Metro Police Department (TMPD) registered a Public Employment Programme (PEP) Community Safety project for the 2022/23 financial year. The PEP project was a 6-month project from December 2022 to May 2023. The project aimed at capacitating community members on safety and the collection of safety audit data which will be used to develop Tshwane's Community Safety Strategy and Implementation Plan. 337 people were recruited from the seven regions of the City.

A trust building approach

Restoring the bond between municipalities, politicians and communities is crucial for effective planning and development and therefore for furthering urban safety. When starting with low trust between communities and government, it's not always possible to immediately adopt shared power. Communities with safety concerns often have lower trust levels, which adds complexity to safety-related discussions due to feelings of insecurity in public spaces and at home.

A diversified approach

One size does not fit all. The local social and political dynamics will impact the community participation in the planning and design processes.

Local power dynamics can shape the success of collaborative efforts. Ensure that integrated teams engage a diverse range of voices and create an environment of unbiased, inclusive collaboration.

6. A safeguarding approach

Municipalities - officials and politicians - have an important role in prioritising the needs of at-risk groups in all urban safety strategies. These groups include women, LGBTQIA+ persons, people with disabilities, migrants and youth. Working collaboratively at the political and administrative level will assist these vulnerable groups. And working with external stakeholders is critical

A gender-based violence prevention approach

Urban spaces that are safe for women are generally safe for everyone.

Municipalities need to be gender sensitive and responsive in their planning and consider how plans and policies affect men and women differently.

Municipalities have an important role in the fight against GBVF at the local level.



Case example

Street lights can be powered through solar energy to avoid the service interruption caused by load shedding or vandalism.

Practice note:

Hold urban safety dialogues

Urban safety should be a priority in all municipal business. Robust debate and discussion are needed to build and reinforce a common vision around urban safety objectives and programmes at the executive, legislative, administrative and community level.

Municipalities can create urban safety dialogues that include politicians and officials in discussing urban safety issues, key area-based concerns, projects and programmes. These are opportunities for hearing from one another. They can also be opportunities for joint training sessions from expert governance or safety practitioners or from the experience of other cities.

Masterclasses provided by specialist think tanks and universities can bring together politicians and officials to work towards a shared and realistic understanding of urban safety and provide opportunities to develop and refine strategies and plans.



Find more resources here:

Jaap de Visser, J. 2009. The political-administrative interface in local government: assessing the quality of local democracies in Local Government Bulletin Vol 11(5) Available online: <https://dullahomarinstitute.org.za/multilevel-govt/local-government-bulletin/archives/volume-11-issue-5-november-december-2009/lgb-iss-11-5-assessing-the-quality-of-local-democracy.pdf> (accessed 11 November 2023).





Practice note:

Unlocking Community Engagement

- Build capacity: Invest in training to equip officials with effective community engagement skills.
- Balance Expectations: Aim for solutions that benefit the majority while respecting constraints.

Broadening participation for meaningful community involvement in urban safety

Young people are innovative and energetic and their energy can be harnessed not only for useful engagement processes but also for participation in implementation. The knowledge and experience of people with disabilities, elderly people, foreigners, ethnic minorities and LGBTQIA+ people is important to creating inclusive spaces where all citizens can thrive.

Red alert ! Poor community engagement processes feed into a cycle of instability in communities which in turn makes community engagement more difficult.

There are multiple gender related policies and strategies available including the National Strategic Plan on Gender-based Violence and Femicide (NSP on GBVF), SA National Policy Framework for Women's Empowerment and Gender Equality and White Paper on Safety and Security.

A xenophobia prevention approach

It is essential that the rights of migrants in cities be protected and that they be safe from the threat of xenophobia. Xenophobia includes any acts of collective violence targeted at foreign nationals or 'outsiders' because of their being foreign or strangers.

This requires strong leadership:

- Messaging from top politicians and officials and community leaders must speak clearly against xenophobia and in favour of South Africans and non South Africans working together.
- Reorientate the public discussion and the political discourse to acknowledge the role and contribution of foreign migrants in the economy.

It requires inclusivity:

- Migrants should be included in community safety audit processes.
- They should also be included in consultations around, social, economic and spatial programmes.
- Local governments should establish processes for regular dialogues with migrant representative groups.
- At community level, existing forums should be used to create opportunities for dialogues between local and migrant residents.

A youth focused approach

Youth are at risk of being victims and perpetrators of crime. They are also an important energetic group whose voice in the strategies that impact their safety and the safety of their communities is essential in urban safety programming.

Practice note:

Focus on youth

Young people are influential in our communities. Their fresh perspectives and energy can contribute to ownership and success of projects.

Case example



School safety workshops: Masifunde Learner Development

The Youth for Safer Communities project is a beacon of change, guiding young minds to make their schools and communities safer. Through these workshops, youth become architects of safer communities, armed not just with skills, but with a profound sense of purpose and possibility. The workshops involve:

- **Analysing Safety Conditions:** Youth engage in analysing safety conditions, enabling them to identify challenges and opportunities for improvement.
- **Nominating Peer Representatives:** Youth nominate their peers as representatives. These ambassadors become the voice of change, bringing solutions back to schools and communities.
- **A Learner-Driven Approach:** These workshops are guided by learners, embracing their insights and perspectives.

Find more resources here:

GIZ-VCP and VPUU NPC, eds. 2020. Guide to Designing Integrated Violence Prevention Interventions. Integrating Budgets. Available online: https://www.saferspaces.org.za/uploads/files/200609_VPUU_SEF_INTEGRATING_BUDGETS_digital.pdf (accessed 21 October 2023).





SECTION FOUR: Municipal tools and resources supporting collaboration between the political-administrative interfaces

Municipalities have strategic tools for tackling the causes of crime and violence. They have a combination of strategic policy development tools, planning tools, project implementation tools and integrated budgeting tools. These tools rely on an understanding of neighbourhood dynamics as well as a wide network of relationships in local areas and in the City. They rely on the coordination of tasks across line departments. Transversal approaches to operationalise municipal planning tools and resourcing tools for urban safety interventions are outlined below:

1. Policy development - a key municipal tool for embedding urban safety

Policy is a key function of local government and a point where the political-administrative interface coincides to consider the core issues confronting cities. It is the point where the city's direction on core issues is mapped out. The development of policy that foregrounds urban safety is a primary tool for effecting transversal approaches to urban safety.

It also highlights the importance of accountability and reporting. It is important to consider the best way to develop adequate reporting and adequate indicators for urban safety across the city. Again policy matters. It is the base against which municipal plans, programmes and projects can be measured. It is an executive tool that holds the whole executive and administration accountable.

Unstable political environments affect service delivery, and as result, urban safety. The appointment of new MMC's invariably results in shifts in policies and programmes as new priorities are identified and pursued. These changes and inconsistencies have a rippling effect on the administration, as well as the strategic goals. This can lead to instability and inconsistency in the daily work of municipal officials highlighting the importance of clear roles and responsibilities for politicians and officials – with specifically established policies consolidating these roles. Strong policies, based on evidence, will also mitigate against insecurity arising with administrative leadership changes.

Practice note:

How to link the CSP with City plans

The components of the CSP must align with the IDP and other plans of the City. The CSP must be included as a chapter or separate plan attached to the IDP. It should be incorporated into community or ward-based planning. It should also identify the opportunities within other municipal departments to promote community safety.

Case example



BCMM faces challenges with departments working in silos, nevertheless the City recognises multiple opportunities for institutionalizing urban safety and Safer Cities into core business through the IDP, Performance Management System and Service Delivery and Budget Implementation Plan.

2. Municipal planning tools for institutionalising urban safety

The **Community Safety Plan** and the **Integrated Development Plan** and neighbourhood scale **Area-Based Plans** are the three main municipal planning tools to support urban safety. In order for these plans to be implemented, agreement and sign off is required by both the politicians and the administration of the municipality and it is here where urban safety can be incorporated and consolidated.

In addition it is essential to resource the plans and strategies of the city to ensure implementation. The cross cutting implementation requirements of urban safety interventions call for **Integrated budgeting**.

How to develop a Community Safety Plan in 4 stages

The first step in institutionalizing urban safety is the design of a city-specific Community Safety Plan (CSP). This plan outlines the municipality's approach to addressing and preventing local crime and violence. It outlines the activities of government departments and civil society. The municipality takes ownership of the CSP and integrates it into its Integrated Development Plan (IDP).

Community Safety Plans aim to:

- Foster a secure and healthy environment while advancing social and economic development within communities.
- Enhance the overall quality of life, with particular emphasis on underserved populations, including the poor and marginalized groups.
- Address the safety concerns of vulnerable groups, such as women and children, who are at risk of crime and violence



There are 4 stages to developing a CSP. The plan is developed with deep community engagement. In addition, at each stage the lead department responsible for the CSP must work with other departments to gather data, share information and connect with stakeholders already active in neighbourhoods of concern. Some examples of what various departments can input to the CSP are suggested below.

Stage 1

Conduct a community safety audit to identify safety concerns, gain a comprehensive understanding of the community's environment, and assess existing involvement in violence prevention.

Practice note:

During this phase, the Planning Department can provide base data, and input on issues and opportunities as well as future projects in various neighbourhoods. Social Development can provide insight into vulnerability and particular needs of marginalised groups. Infrastructure departments and EMS can give insight into service breakdowns, accidents and threats to safety. Economic Development can identify business stakeholders and business risks. In addition, community based forms of data collection such as community mapping and transect walks provide valuable input.

Stage 4

Monitor and evaluate the CSP to assess what works, what does not work, and what might work.

Practice note:

During this phase, data and evidence can be tracked by the Knowledge Management Unit (with the participation of ICT and other units), to highlight what is working well and what is not and to map outcomes. IT can develop a digital barometer of safety conditions. All departments can report to the lead department on the indicators identified in Stage 2.

Stage 2

Develop a Community Safety Plan (CSP) to reduce the risk factors and strengthen the protective factors to violence in a particular community.

Practice note:

During this phase, the Planning Department and IT can overlay various layers of data to provide a view of priority areas. The Strategy Department can provide guidance on alignment with the IDP. Each department can input into indicators that track urban safety in that department's mandate and programmes.

Stage 3

Implement and manage the CSP in line with a framework that provides clear roles and responsibilities and project management principles and practices.

Practice note:

During this phase, all departments can indicate what resources and projects already underway can be altered or supplemented to achieve the CSP outcomes. Finance can provide budget guidance.

How to integrate Community Safety Plans into the IDP

The IDP is a powerful tool for institutionalising urban safety and for holding all departments and politicians accountable for furthering urban safety in all their work. The IDP should encompass a comprehensive understanding of community safety. It should strategically apply this concept to all relevant functions, based on a thorough analysis of the current situation. Furthermore, it should formulate projects and activities aligned with well-defined community safety objectives.

A Community Safety Plan should be incorporated into the Integrated Development Plan (IDP) to ensure that it is a strategic priority.

Why does this matter?

There is a vital link between safety and development, as elevated violence levels have hindered South Africa's social and economic progress. Integrating community safety plans into the Integrated Development Plan (IDP) ensures municipalities possess the required resources and capacity for effective integrated safety approaches.

Integrate safety into the IDP from the beginning:

Integrating community safety into the IDP is crucial, not just as an addition, but as a core aspect. This requires early engagement with stakeholders and officials to ensure their understanding and capacity.

A shared understanding of urban safety must be achieved before the concept is integrated into the IDP. Integrating urban safety into the IDP must lead from a transversal approach.

Identifying representatives who champion urban safety on the IDP forum should be done in the preparation phase. Further, discussions during IDP roadshows and community interactions should deliberately address local urban safety concerns.

Practice note:

At every stage, involve community members. They are likely to know which organisations and people would be reliable and committed partners, and what types of programmes and interventions would be most effective in their communities.

Integrating community members in the planning process can encourage local support for programme implementation.

Practice note:

How to ensure your CSP has adequately addressed cross-cutting concerns and is ready to be incorporated in the IDP

Does it encompass:

- A comprehensive understanding of the root causes of violence and strategies to address risk and protective factors?
- Broad responsibility across all municipal functions, integrated into strategic plans and budgets?
- A collaborative approach involving community members and local partners in designing safety programmes?
- A leading department role to coordinate community safety interventions?
- The identification of municipal functions responsible for crime prevention and plans to address social crime and violence?
- A reflection of community involvement in all safety phases, including implementation?
- A comprehensive analysis of safety risks and violence triggers - identified by a diverse range of stakeholders and departments?
- A clear link between community safety and developmental priorities?
- Adequate budget and resource allocation for safety initiatives?
- The connection with relevant policies?
- Sector-specific safety plans and the infusion of safety principles into other IDP sectors?
- The identification of applicable by-laws and emphasis on law enforcement for community safety?
- An explanation of safety aspects in each sector plan?
- The identification of key players and structures for safety, such as CSFs, Neighbourhood Watches, etc.?

Find more resources here:

Detailed guidance on how to develop a community safety plan is available in: GIZ Inclusive Violence and Crime Prevention (VCP) Programme (date unknown) A Toolkit for Participatory Safety Planning. Available online: <https://www.saferspaces.org.za/learn-how/entry/building-safer-communities-toolkit> (accessed 10 November 2023).



Urban safety integration in sector plans

Once integrated into the IDP, ensure urban safety is embedded in various sector plans.

Ways of incorporating safety in five sector plans of the IDP:

Sector plan	Purpose	Safety planning component
1. Spatial Development Framework (SDF) developed by Planning Department	Outlines effective land use and management within their jurisdiction. It includes objectives, policies, and strategies related to land development, environmental impacts, and various programs and projects	Poor spatial and environmental design can jeopardise safety. The SDF can spatially map crime and violence in communities. The SDF can also integrate Crime Prevention through Environmental Design Principles (CPTED)
2. Local Economic Development Plan developed by Economic Development Department	Identifies barriers to local growth and economic opportunities and aims to create conditions to remove these barriers. LED strategies should include formal and informal economies.	A lack of economic opportunities is a risk factor, specifically for young people. Building an inclusive economy that provides skills, training and the support of SMEs, micro enterprises and informal economy mitigates against violence.
3. Disaster Management Plan (for Category A and C municipalities) developed by Community Safety/EMS Department	Outlines a uniform and integrated approach to preventing and responding to natural disasters such as floods or fires.	These plans mitigate risk of natural disasters including flooding, fires and storm damage. And protect against crime and violence which might occur after a disaster.
4. Institutional Plan developed by the Strategy Unit	Offers a high-level assessment of the municipality's capacity to deliver the necessary skills, capabilities, and resources to achieve its objectives and vision. It also examines intergovernmental relationships between departments and cross-sectoral relationships	Effective intergovernmental relationships and relationships with municipalities and amongst communities is fundamental to safety.
5. Financial Plan developed by Finance Department	The plan presents a detailed budget for at least the next 3 years. It reflects the available financial resources for capital and operational expenditure and projects. It outlines a financial management plan, financial governance and accountability plan.	Resources should be allocated for the realisation of the objectives of the Community Safety Plan.

Note: In addition, consider community safety in all infrastructure design plans and projects

Crafting safer futures in neighbourhoods: Area-based planning

It is in neighbourhoods where municipalities deliver projects and activate space, where municipal officials and politicians engage closely and build relationships with communities as well as with private sector stakeholders, where the interventions of all municipal units and departments service residents. It is at this level that sustainable partnerships for the on-going work to achieve urban safety in all parts of cities are crafted.

Area-based approaches have been very successful at building relationships between politicians and officials in municipalities.

The local scale of the projects provides the opportunity for meaningful engagement and problem solving.

Area-based planning is an approach that responds to spatial, economic and social conditions in a neighbourhood with a multidisciplinary approach. It involves all relevant sector departments in the development of plans and interventions to respond to the needs of a neighbourhood. and it crowds in the actions and resources of various departments through integrated planning and budgeting. The integrated nature of responses is transversal. These endeavours are the building blocks of municipal actions to improve urban conditions. When safety is a key part of the agenda for area based planning all interventions are geared towards safety outcomes. Safety outcomes reinforce other developmental outcomes in neighborhoods.

Working together with residents and users of the neighbourhood – especially youth – in the planning process, also builds better relationships and better projects and programmes.

The most important evidence of institutionalisation is that the CSP has been formally adopted by the council and integrated into the IDP with a budget allocated.

Practice note:

Practice note: Is safety planning mainstreamed in the IDP?

- **Municipal obligations:** Does the IDP reference legislative obligations for local government related to safety? Does the municipality take responsibility for creating and sustaining a Community Safety Forum?
- **Policy alignment:** Does the IDP reference relevant policy frameworks?
- **Situational analysis:** Does the situational analysis clearly describe community safety status? Does the analysis cover the root causes of crime and community insecurity, and identify crime 'hotspots'?
- **Scope:** What is the scope of the term 'community safety' in the IDP, i.e. what functions and line responsibilities are included within the concept?
- **General integration:** Does the IDP emphasize the connection between community safety issues and the municipality's core functions and priority services?
- **Key safety structures and organisations:** Does the IDP make reference to CPFs, CSFs, sector policing, safety committees, etc.?
- **Public participation:** Is community safety a topic in the IDP public participation process? Does the IDP outline a process for communities to be mobilised around community safety, crime and social violence prevention? Have communities been involved in participatory research around community safety?
- **Institutional gearing up:** Does the municipal organogram or any other component of the IDP describe institutional and political responsibility for community safety? Does community safety clearly fall within a department or directorate and are responsible managers identifiable?
- **Resource allocation:** Has adequate provision been made for relevant staffing posts and necessary skills? Is there a budget and financial allocation for community safety within the IDP? Does the provision appear to be adequate? Is there a breakdown of budget allocation to community safety projects?

Case example



Tshwane's planning tools for urban safety

The Tshwane Safer City Policy was approved in 2014. A City Safety Strategy and Implementation Plan is currently being developed. A safety chapter has been included in Tshwane's IDP.

How?

Getting urban safety into Tshwane's IDP Chapter 12 required a lot of team work and dedication.

During 2020-2021, key officials received training on safety planning from SALGA and GIZ-VCP (2020-2021). The officials were from the City's IDP office and the Tshwane Metro Police Department (TMPD)

The City received technical assistance from GIZ-VCP, which resulted the following outputs:

- An institutional self-assessment on the levels of institutional support for safety planning within the municipality
- An evaluation of the 2014 Tshwane Safety Policy and the identification of shortcomings in the prior planning process
- The development of a preliminary safety insert for the City's IDP
- A process plan for the development of the City's Safety Strategy and Implementation Plan

During April 2021, the City engaged in public participation processes for the IDP, involving various stakeholders. The updated IDP was ratified by Council. The City conducts an annual review of the IDP, during which amendments are made to the Safety Chapter as needed.

The urban safety team worked with multiple departments to achieve consensus. They also worked with many departments on urban safety projects to integrate efforts at a project level. Urban safety is included in these policies and plans:

- Tshwane Metropolitan Spatial Development Framework
- Regional Spatial Development Frameworks
- Precinct plans
- Human Settlements plans / Urban Development Frameworks
- Integrated Transport Planning

Lessons for other cities

- Not every city has a dedicated safety unit and thus, it is useful to conduct an institutional self-assessment to determine enabling and constraining factors.
- Assess the safety concerns of the community raised in various forums.
- Develop a realistic process plan for the development, implementation, monitoring and evaluation of the safety plan.
- Leverage partnerships to build capacity.

Find more resources here:

For further reading on area-based initiatives, please refer to: SPRINT: Up-scaling Area-Based Violence Prevention Interventions. Available online: <https://www.saferspaces.org.za/resources/entry/up-scaling-area-based-violence-prevention-intervention-to-respond-to-covid> (accessed 12 January 2024)



3. Resourcing urban safety

The cost of crime cuts across municipal functions

The cost of crime is difficult to quantify but it affects communities, governments and businesses. It has an enormous impact on development. Cities experiencing high rates of crime struggle with disinvestment, experience a reduction in productivity and suffer a poor quality of life. There are costs to business in the reduction of profits, costs to government in diverting funds from spending on economic development, costs to households in diverting funds from important investments such as education and workers excluding themselves from the job market due to fear of accepting jobs that are far from home.

Thinking through the budgeting responsibilities of municipalities means looking at both the cost of crime and the resources required to fight crime and promote urban safety.

Municipalities in South Africa are operating with limited funding and social crime prevention is the least well-funded. Many municipalities carry the burden of unfunded mandates. Urban safety is often not directly resourced in municipalities and there is no specific department tasked with being responsible for urban safety.

There are currently no direct intergovernmental grants. But there are multiple urban safety interventions that can be pursued without additional budgets. These include existing local government service obligations (building regulations, childcare facilities, municipal planning, municipal public transport, cleansing, control of public nuisances, control of undertakings that sell liquor to the public, noise pollution, public places, street lighting and traffic management).

External stakeholders can support municipalities through legally approved mechanisms.

Off-budget options and partnerships

Community safety should be built into current activities and functions. For example with additional training law enforcement officers could play a more preventative role in safety.

Identify the resources in the wider community including business and NGO sectors that can contribute to enhancing urban safety and develop partnerships for resourcing urban safety interventions.

Integrate community safety outcomes into other development initiatives, such as the upgrading of human settlements, transport interchanges, new infrastructure investment and economic developments.

Even when the municipality is not responsible for a specific function that may contribute to positive safety outcomes, it can take steps to oversee the quality and impact of the service.

Case example



In eThekweni a transversal approach at neighbourhood level involves joint operations to assess particular neighbourhoods. Operation Good Hope - which consists of different units - convenes to do a conditional assessment of a different precinct each week. They identify all the issues relating to service delivery, as well as, the safety of citizens.

The Mayor leads Operation Good Hope. This area-based management system is a well established approach in the City. Departments consistently work together in particular neighbourhoods.

This is an interdepartmental collaboration. The safety focus is on stakeholder engagement, establishing a Community Safety Forum and the development of a Precinct Safety Plan.

Practice note:

What do I know about community safety in my area?

As a councillor it may be useful to test whether you have the following knowledge of community safety in your area.

Basic crime and violence patterns

- Do I have the most recent crime statistics for my area?
- Do I know where the crime hotspots are in my area?

Projects

- What is being done locally to prevent and reduce all forms of crime and violence?
- Does my municipality or any other government entity have special projects in my area to protect vulnerable groups like women, youth, disabled and aged?
- What key projects is my municipality involved in tackling issues relating to drug or alcohol misuse in my area?

Communicating in my neighbourhood/wards

- Can I easily contact the following in my area?
 - CPFs within the ward boundary?
 - The SAPS station commander or community liaison officer that serves the area?
 - The chairperson or secretariate of the CSF?
- What channels of communication are in place to enable me to receive feedback from the CSF and CPF on its activities?

Communicating with stakeholders

- Do I have contact details for government agencies or CBOs and NGOs operating in the fields of: ECD, Victim support and shelters, GBV Prevention, Vulnerable Community Members such as LGBTQIA+ members, person with disabilities and at-risk youth, Trauma Centres, addiction and substance abuse, Xenophobia

Area-based integrated budgeting to embed urban safety in the work of all departments

In addition to finding broader funding sources, integrating urban safety into the IDP requires a financial plan that provides dedicated funding and resources to urban safety annually. This would include: A detailed 3 year budget, a budget that reflects both the operational and capital project expenditure and a financial management plan that includes financial governance and accountability.

Linking planning to budgets is a critical part of institutionalising urban safety. Working in a cross cutting, transversal manner requires that the resources of different departments be pooled and streamlined to ensure maximum impact for safety outcomes in each project and in each neighbourhood. Developing an area-based integrated budget is an effective response to insufficient funding because it allows for crowding in of resources in a geographic area. It is also an approach that can be used along with attracting investment by other stakeholders or responding to the investment of other stakeholders in an area. Importantly, this approach needs to be adopted from the beginning of the project.





Find more resources here:

- SALGA (date unknown) Developing Community Safety Plans: A Guidebook for Provincial and Municipal Officials. Available online: <https://www.saferspaces.org.za/learn-how/entry/a-guidebook-for-provincial-and-municipal-officials> (accessed 19 October 2023).
- GIZ 2012: An overview of the extent to which community safety and crime/violence prevention is factored into the Integrated Development Plans of South African municipalities, by Mbumba Development Services
- GITZ, Gauteng Province, Province of Eastern Cape, SALGA. 2022. Municipal Guidebook. Applying Safety Measures into Integrated Development Plans. Available online: <https://www.saferspaces.org.za/resources/entry/municipal-guidebook-applying-safety-measures-into-IDPs> (accessed 12 November 2023)
- A Community safety plan template is available on p.24 in the following SALGA document: SALGA (date unknown) Developing Community Safety Plans: A Guidebook for Provincial and Municipal Officials. Available online: <https://www.saferspaces.org.za/learn-how/entry/a-guidebook-for-provincial-and-municipal-officials> (accessed 19 October 2023).





Practice note:

SALGA notes that National government grants could include allocations to cross-cutting urban safety programmes

- Extending the grant-making criteria applicable to the Expanded Public Works Programme and Community Works Programme to apply to community safety
- Ensuring that municipal line department budgets reflect community safety considerations
- Opening new conditional grants which include a focus on safety priorities
- Emphasising community safety elements in existing large infrastructure projects such as MIG and DBSA lending.

Case example



Several municipalities use the EPWP facility to employ park wardens to improve safety conditions in parks.

Find more resources here:

- USRG and UCT Center for Criminology. 2016. More bang for the buck. Urban Safety Brief No 1. 2016: 1-4.
- GIZ Inclusive Violence and Crime Prevention (VCP) Programme and Violence Prevention Through Urban Upgrading NPC. (date unknown) A Guide to Designing Integrated Violence Prevention Interventions. Available online: <https://www.saferspaces.org.za/learn-how/entry/a-guide-to-designing-integrated-violence-prevention-interventions>. (accessed 15 November 2023).
- SALGA 2022. Enhancing the Role of Local Government in Building Safer Communities in South Africa. SALGA Position Paper. 1-38.



