South-South Learning on

HOW TO MAKE CITIES SAFER

Report on the **South African urban safety** study tour to **Rio de Janeiro**, **Bogotá** and **Medellín**

31 March – 13 April 2014

Contents

Acknowledgements 2
Executive summary 3
INTRODUCTION 4
BACKGROUND 4
OVERVIEW OF THE STUDY TOUR 4
LESSONS LEARNED 7
Community safety needs contributions from different role-payers, not only the police (or criminal justice system) 8
Lesson 1: Adopt a holistic, integrated approach 9
Lesson 2: Focus on the youth 9
Lesson 3: Put people at the centre of development 10
Lesson 4: Build a culture of peace and respect for one another 11
Lesson 5: Be cautious when expanding successful programmes 12
Lesson 6: Avoid relying only on volunteers 12
Urban safety is a human right, and the state has a responsibility to implement measures that support urban safety 13
Lesson 7: Champion safety at the highest political level 14
Lesson 8: Think differently about intergovernmental relations 14
Lesson 9: Have consistent long-term urban safety policies 15
Lesson 10: Clearly define the role of the police 15
Lesson 11: Strengthen the role and accountability of local government 16
Lesson 12: Create partnerships with non-governmental players 16
Lesson 13: Make use of technology and data appropriately 17
Lesson 14: Have dedicated human resources and technical capabilities 17
RECOMMENDATIONS 18
CONCLUSION AND NEXT STEPS 21
Annexure A: List of study tour participants 22

Street art in Rio de Janeiro (above)

Acknowledgements

This report was written on behalf of the Reference Group on Urban Safety by Modjadji Malahlela, Terence Smith and Fatima Beg. Valuable inputs on earlier drafts by other members of the reference group are gratefully acknowledged. Thanks to Kristina Davidson for editing the report, InkDesign for the layout and design, and to Geci Karuri-Sebina for coordinating the production process.

The Reference Group would like to express special appreciation to our two host institutions during the study tour: the Igarapé Institute in Rio de Janeiro, and the GIZ-CERCAPAZ Programme in Bogotá. Their support in preparing the programmes for these two legs of the study tour contributed invaluably to the knowledge gained and the overall experience of the delegation during the trip.

© South African Cities Network 2014

Reference Group on Urban Safety

The South African Cities Network, with the support of the GIZ-Violence and Crime Prevention programme, established a reference group on urban safety in early 2014. The reference group serves as a platform for peer-to-peer learning and knowledge sharing among practitioners from the SACN member cities as well as other key government role-players, with a view to strengthening the capabilities of cities and local government more broadly to contribute to community safety. The study tour to South America was the first joint activity of the group. For more information on the reference group, visit www.sacitiesnetwork.co.za.

The Violence and Crime Prevention Programme

The Inclusive Violence and Crime Prevention for Safer Public Spaces (VCP) programme is a joint South African–German initiative intended to enable and promote collaborative action between governmental and non-governmental stakeholders to prevent violence and create safer communities. The Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ), is implementing the German contribution to the programme, while on the South African side, the key national government actors involved are the Department of Cooperative Governance (which serves as the chair of the steering committee for the programme), the Department of Social Development, the Civilian Secretariat for Police, SAPS, the South African Local Government Association (SALGA) and National Treasury. The programme also works at local level with selected pilot municipalities. For more information on VCP visit: http://www.saferspaces.org.za/content/page/the-vcp-programme

View from the Santa Marta favela with the statue of Christ the Redeemer in the background.

Executive summary

Cities are both places of opportunity but also often places of high inequality and levels of violence and crime. South African cities are no exception. As most economic activity and employment are found in cities, the lack of urban safety directly affects the economic and social development of the country. The conditions that drive urban violence and crime are similar to those in other developing countries. Two countries – Colombia and Brazil – have been recognised internationally for their success in reducing high levels of violence and crime in their cities.

In partnership with the South African Cities Network (SACN) and the Department of Cooperative Governance (DCoG), the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) organised a study tour to these countries, so officials could learn more about community safety concepts and strategies. During the two-week trip, officials met with various stakeholders, participated in the 7th World Urban Forum and visited projects, including Unidade de Polícia Pacificadora (UPP or Police Pacification Units) and the AfroReggae Cultural Group (in Brazil) and CERCAPAZ: Peace-building by promoting cooperation between government and civil society (in Colombia).

Two over-riding themes emerged from the study tour: (1) Community safety needs contributions from different role-players, not only the police (or criminal justice system). (2) Urban safety is a human right, and the state has a responsibility to implement measures that support urban safety.

Within these themes, some important lessons emerged.

Lessons learned

1. Adopt a holistic, integrated approach.
2. Focus on the youth and provide alternatives to violence through youth development measures such as dance, theatre and music.
3. Put people at the centre of development and encourage citizen participation.
4. Build a culture of peace and respect for one another, especially among young people.
5. Be cautious when expanding successful programmes to other areas/contexts.
6. Avoid relying only on volunteers, to ensure the organisation/project is sustainable.
7. Champion safety at the highest political level.
8. Think differently about intergovernmental relations.
9. Have consistent long-term urban safety policies.
10. Clearly define the role of the police.
11. Strengthen the role and accountability of local government.
12. Create partnerships with non-government players, especially civil society.
13. Make use of technology and data appropriately.
14. Have dedicated human resources and technical capabilities.

Recommendations

The main lessons from the study tour were translated into recommendations for the South African context, focusing primarily on government actors. These recommendations are not intended to be exhaustive but rather the inspiration for thinking about what role-players can do (collectively and individually) to promote urban safety in South Africa.

Recommendations fell into three categories:
Policy considerations: what policies should be strengthened to ensure successful implementation?
Operational issues: what technical and other operational capacities need to be developed?
Resource aspects: what financial and human resources should be provided to local governments?

In brief, the four success factors that emerged from the study tour are:

- A holistic understanding of the nature of the problem of urban violence, its causes, and the most effective evidence-based interventions to address these causes.
- The visionary, sustained political will to tackle the wide-ranging, multi-dimensional causes of violence and crime, and to invest in social transformation and inclusion.
- Policy instruments at national, local and provincial level to guide the implementation of social inclusion and violence prevention measures.
- The allocation of financial and technical resources, and the introduction of institutional mechanisms to drive implementation, coupled with a strong commitment to partner with civil society and other non-state actors.

The view from the top of Santa Marta favela in Rio looking down onto more affluent parts of the city. As in South African cities, there are constant reminders of massive social inequality in Rio.

Introduction

This report presents the key insights, lessons and recommendations of a South African delegation that participated in a study tour on urban safety and violence prevention to Brazil and Colombia in April 2014. The study tour was organised by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), as part of the Inclusive Violence and Crime Prevention Programme (VCP), in partnership with the South African Cities Network (SACN) and the Department of Cooperative Governance (DCoG). The delegation consisted of representatives from the member cities of the SACN as well as selected national government departments (see annexure A for the list of participants).

Background

As the world becomes more and more urbanised, cities are viewed increasingly as places of opportunity. If planned and managed well, cities can offer inhabitants access to more diverse livelihoods, improved basic infrastructure and services, better health and education, as well as many other social and cultural benefits.

At the same time, it is clear that not all cities and urban areas, particularly in the global South, are fulfilling this potential. Many are characterised by extreme social exclusion, inequality and high levels of violence and crime. South African cities are no different. With a predominantly urban (and urbanising[1]) population, the majority of violent acts in South Africa are concentrated in urban areas. In particular, many metropolitan areas continue to record high rates of violent crime. While the safety of all communities (both urban and rural) matters equally, ensuring that cities and towns are safe arguably warrants special emphasis, given that they are home to most people, and are responsible for by far the greatest share of economic activity (some 80%) and employment in the country. A lack of safety in urban areas directly affects the economic and social development prospects of inhabitants, not only of cities, but of the country as a whole.

Of particular significance for urban safety is that the migration of young people to cities and towns is driving much of the growth in South Africa's urban population. The majority (64%) of South Africa's youth and just over half of its children live within urban areas. Given that young people constitute the group most at risk of being involved in violence and crime, as perpetrators or victims, the key to making cities safer is ensuring that social, livelihood and other opportunities are available for young people in urban areas.

More and more, collaborative and integrated approaches are being acknowledged as necessary to address the complex problem of urban safety in a sustainable manner. 'Traditional' approaches, which see crime and violence as the sole responsibility of the police and the criminal justice system, are increasingly being supplemented by a

1. It is estimated that 63% of South Africa's population currently live in urban areas. According to the United Nations, by 2030 this proportion will rise to over 70%, and will reach nearly 80% by 2050.

The World Urban Forum

A major highlight of the study tour was contributing to, and participating in, the World Urban Forum (WUF), which is the premier global conference on human settlements and urbanisation. The WUF is organised by the United Nations Human Settlements Programme, UN-HABITAT, in a different city every two years. The theme for the 7th WUF, held in Medellín, was 'Urban Equity in Development – Cities for Life', and one of the sub-themes was 'Safer Cities'. The South African study tour delegation participated in a number of workshops and networking events, including a session organised by the SACN and GIZ-VCP entitled: Cities without Life? The case for urban safety as a public good and as a core theme for national urban policies'.

The discussions during the session were centred around the case of South Africa, which has recently embarked on the development of the Integrated Urban Development Framework (IUDF), within which the theme of urban safety and violence prevention is being considered. The networking event offered a space for key urban policy role-players and city-level urban safety practitioners from South Africa to interact with, and learn from, representatives of other countries, which have experience in addressing community safety and violence prevention at national urban policy levels. The panellists jointly reflected on the notion of urban safety as a public good, and how to interpret and translate this concept into national urban management and development policies, as key instruments for promoting urban equity. All panellists stressed that a national urban policy cannot be developed without considering safety.

more holistic response.[2] Urban areas, in particular, may require new and different approaches to integrated planning and urban management, including more creative ways of getting citizens involved in community safety.

South Africa has recently embarked on the development of a national Integrated Urban Development Framework (IUDF), which will help shape how urbanisation is planned and managed, and promote sustainable, inclusive urban development that benefits the country at large. Safety is considered both an inherent aspect of liveable and inclusive urban places and a precondition for achieving many of the IUDF's other goals.

Overview of the study tour

Despite the peculiar historical context that has informed urban development in South Africa, the conditions that drive urban violence and crime are similar to those in other developing countries. A number of countries in South America, in particular Colombia and Brazil, have been recognised internationally for their success in reducing high levels of violence in cities, through combinations of policing strategies and innovative social policies and investment programmes.

The study tour to Brazil and Colombia was organised so that national and local government officials with responsibilities relating to urban safety could learn more about effective concepts and strategies that have enhanced community safety in the South American context. The aim was two-fold: to assist in strengthening city-level community safety approaches and strategies in South Africa, and to support the integration of safety as a core theme into the development and operationalisation of the national IUDF. The study tour also provided an ideal opportunity for the members of the newly formed SACN-hosted Urban Safety Reference Group to get to know each other better and to build a common strategy to elevate the urban safety agenda in South Africa.

The two-week study trip included meetings with government and non-government stakeholders, presentations by practitioners and researchers, and field visits to various communities and projects. During the first week, the delegation visited Rio de Janeiro and Bogotá, while the second week was spent in Medellín and included participating in the 7th World Urban Forum, which took place from 5th to 11th April 2014.

Medellín's social innovation: At the centre of the strategy to reclaim the slums is a transportation system that now includes subways, the cable car, hillside escalators and even public libraries at metro stations.

Study tour programme at a glance

Rio de Janeiro

- Visit to AfroReggae in Vigario Geral favela
- Visit to Santa Marta favela and meetings with Police Pacification Unit
- Visit to Rio de Janeiro city operations centre
- Seminar with civil society and state representatives on community safety innovations in Rio/Brazil

Bogotá

- Presentation at the Office of the High Presidential Advisor for Citizen Security and Coexistence
- Seminar with the National Planning Department and Ministry of Justice
- Presentation at the National Police Headquarters
- Workshop on cultural violence prevention approaches with civil society organisations
- Visit to House of Equal Opportunities for Women

Medellín

- Presentation at the Vice-Mayor's office on Medellín's integrated security model
- Participation in the World Urban Forum
- Field visit on urban mobility innovations

For more information on the itinerary, visit the study tour blog, http://urban-safety.blogspot.com, or see the full programme brochure on www.sacitiesnetwork.co.za. A short video on the study tour is available at http://youtube/NyKZKdRpoN4

2. See for example the chapter, 'Building Safer Communities' in South Africa's National Development Plan

Rio de Janeiro is one of the major cities in Brazil, home to more than 6 million people.

Lessons learned

The two over-riding themes that emerged from the study tour were:

(1) Community safety needs contributions from different role-players, not only the police (or criminal justice system).

(2) Urban safety is a human right, and the state has a responsibility to implement measures that support urban safety.

Within these themes, some important lessons were learned regarding how to conceptualise and frame urban safety, how national and city-level policies can support cities in creating safer communities; how valuable the contributions of civil society can be, working in partnership with government; and what institutional set-ups within cities and across government are helpful in promoting community safety at local level. The following are the main points of learning the group took away from the study tour. The examples provided to illustrate the lessons learned are just snippets of the programmes, which are far more comprehensive.

Community safety needs contributions from different role-payers, not only the police (or criminal justice system)

Community safety is a cross-cutting issue that includes everyone, not just the police. In Colombia, the essence of what it means for communities to be safe is captured by the term *convivencia*, which translates as 'peaceful coexistence' but can be more broadly interpreted as 'living together peacefully'. *Convivencia* is promoted through a range of community building, youth-focused, conflict resolution and cultural approaches.

"Safety is much more than the absence of crime"

Elizabeth Johnston, Executive Director of the European Forum on Urban Security

1 Adopt a holistic, integrated approach

Time and again, stakeholders emphasised that, in addition to more effective policing, a holistic approach is needed to address the various social, economic and political factors that lead to violence and crime. This means that supporting social services must be available. In Brazil, the Police Pacification Units (*Unidade de Polícia Pacificadora* or UPPs) is a law enforcement and social services programme pioneered in Rio de Janeiro that aims to reclaim slums ('favelas') controlled by drug gangs. It combines community policing approaches with the intention to bring much-needed infrastructure, social and educational services to the favelas.

In 2008, the first (and most famous) UPP started in the Santa Martha favela, where police spearheaded a number of community development initiatives as part of efforts to build more resilient communities and strengthen their relationships with local residents. In particular, sports, arts and educational activities targeted at young people were started. Since then, the UPP process has spread to 38 favelas, and more than 11 000 new police officers have been trained in proximity and community policing measures and been based permanently for the first time in favelas.

UPPs in Rio de Janeiro:

'Preserve life, ensure freedom, transform realities'

The UPP model is one of the most talked-about approaches to reducing crime and violence in Latin America, and initial experiences are generally regarded as a major success. Since the programme was introduced:

- The homicide rate in Rio de Janeiro has fallen by more than half.
- There have been no homicides in Santa Martha.

Santa Marta was the first community in Rio to be pacified in 2008 (left).

2 Focus on the youth

Young people, in particular, are vulnerable to becoming perpetrators or victims of violence. Therefore, dedicated, targeted interventions are needed to respond to risk factors that affect them. Youth development services are especially important. In Rio de Janeiro, the AfroReggae Cultural Group is a famous civil society organisation that works with young people to provide alternatives to violence. As in most cities in the world, the homicide rate for young men (and women) is much higher (by 4–5 times in Rio) than the national average; young men often get involved in armed groups and end up in the judicial and prison system.

AfroReggae believes in the potential of young people, who are often stigmatised as perpetrators or victims. The organisation uses music, theatre and art to engage and strengthen young people in marginalised communities, with workshops that focus on youth development measures such as dance, recycling, football and percussion. The positive impact of the NGO shows the power of culture to transform young people's lives. By investing in young people and fostering their potential, AfroReggae is making a huge difference in preventing them from becoming perpetrators of violence and crime. At the same time, by being part of the intervention, young people are given a perspective in life, a role in society and thus become positive role models for the wider youth community.

The AfroReggae Cultural Group in Rio works with young people using theatre and music to offer positive alternatives to gangs in Rio's favelas.

AfroReggae:

'Bringing people together, breaking down barriers'

- Reaches 500 young people directly in some of the most deprived favelas in Rio.
- The organisation requires the young people to stay in school in order to participate in their programmes, as, with education, adolescents are less likely to get caught up in drugs and gang violence.

3 Put people at the centre of development

Medellín in Colombia provides an inspiring example of what can be achieved when a city's vision is to put people – especially the poor – at the centre of development. Based on the notions of humanity, fairness, and promoting happiness and freedom, pro-active social inclusion policies concentrate public investments on social infrastructure in the city. These include not only integrated mass transit and basic needs infrastructure, but also (and equally important) infrastructure and services that marginalised communities typically do not have access to, such as public, cultural and sporting spaces. The impacts are simple but highly significant.

Related to this, a consistent theme during the study tour was that citizen participation is vital for successful community safety initiatives. Successful and sustainable initiatives are grounded firmly in the active involvement and ownership of local communities. However, active participation in governance processes does not necessarily happen spontaneously and, to be most effective, requires dedicated strategies and skills in facilitating participatory methods. This is especially important for enabling the participation of groups who are not usually heard in such processes, such as women and youth.

Medellín:
Todos por la Vida ('Medellín: All for Life'); Bogotá Humana ('Humane Bogotá')

- Creates quality and vibrant public spaces and provides schools, libraries, parks, museums and sports facilities for the marginalised communities.
- Improves mobility for poorer inhabitants, which means greatly reduced commuting times, allowing parents to spend more time with their children.

Medellín's famous mass transit cable car system is one example of how the city has invested in mobility for poor residents, which has contributed to making the city safer (right).

4 Build a culture of peace and respect for one another

In Colombia, one of the main approaches to addressing urban violence is through initiatives aimed at developing a 'peace culture', which are often driven by civil society organisations, working closely with communities, especially young people. Creative ways are used to raise awareness about norms and attitudes that enable or condone violence, as a means to resolving conflicts or coping with frustration. The GIZ programme in Colombia, CERCAPAZ, supports various civil society programmes that promote a culture of peace and preventing violence, particularly among youth. These programmes provide young people with opportunities to participate in processes aimed at making their communities less violent.

CERCAPAZ:
Peace-building by promoting cooperation between government and civil society

- Uses theatre of the oppressed, local culture festivals, board games for school learners, photography, graffiti and hip-hop.
- Enables young people to see tangible (sometimes small) changes through their participation, which builds trust and encourages their belief that they have the power to change things in their communities.
- Municipalities need to be more open to youth participation in decision making and to support youth-driven initiatives.

In Colombia, Bogotá's 'Humane Bogotá' policy supports safer communities, especially for women, through establishing a 'House of Equal Opportunities for Women' in each of the city's 20 sub-districts. It gives expression to the objective that all citizens have the right to live free of violence. The centres offer a range of services to support women affected by violence, including counselling and legal assistance, as well as outreach services within the local communities to raise awareness about different types of violence, and sensitise men that violence against women is a crime.

Humane Bogotá:
Houses of Equal Opportunity for Women

- Driven and funded from the Mayor's office.
- One programme involves working with male and female school students who perform provocative public theatre pieces in public spaces aimed at challenging masculinities that legitimate violence against women.

With support from the city, civil society groups in Bogotá are using street performances to publicly challenge male attitudes towards violence against women.

5 Be cautious when expanding successful programmes

Careful consideration needs to be given to how, and how rapidly, successful crime-prevention programmes should be scaled-up. AfroReggae and the UPP programme offer some contrasting insights.

- AfroReggae has deliberately restricted their interventions to only a limited number of communities within the city in order to concentrate on the quality of their work. The organisation's understanding is that successful solutions in one location do not necessarily apply to other communities with different dynamics.
- Initially the UPP programme in Rio was well received, but with its roll-out to more and larger communities, concerns have been raised about:
  - The police being overburdened and insufficiently trained, resulting in a return to more old-style policing and security measures, with less success in winning over communities.
  - The slow implementation of 'UPP Social', the programme that is meant to complement the policing aspects of UPP through delivering social services and upgrading infrastructure in the favelas.
  - The lack of governance capacity-building within communities, resulting in a situation where the police have merely replaced the former gangs in controlling communities.

The AfroReggae Cultural Group in Rio works with young people using theatre and music to offer positive alternatives to gangs in Rio's favelas.

6 Avoid relying only on volunteers

Volunteerism is not sufficient in itself to sustain initiatives of high quality unless anchored on permanent institutional mechanisms. Total reliance on volunteerism often does not work, especially if the volunteers are there because of being unemployed: they leave as soon as an opportunity for paid work arises. AfroReggae provided these insights of what is required to ensure an initiative is sustainable and to uphold the quality of the organisation's interventions:

- Have solid administrative, permanent structure staffed by salaried employees or volunteers receiving stipends. This is especially important if trained social workers and other professionals are needed.
- See volunteers as an additional support.

The 'Houses of Equal Opportunities' in Bogotá are local centres that promote women's rights and offer a wide range of support (from legal to psychological support) to women who become victims of gender-based or domestic violence.

Urban safety is a human right, and the state has a responsibility to implement measures that support urban safety

Internationally, safety is increasingly being emphasised as a public good and a precondition for development and reducing inequality. Being (and feeling) safe contributes immeasurably to people's quality of life, especially for those who are marginalised and most affected by violence. However, in many countries, the unequal access to safety is a growing concern, as only elites can afford the services of burgeoning private security industries. Alongside this is the recognition that safety is a fundamental right of living in a city and that, while a multitude of actors and sectors have responsibilities for creating safer communities, ultimately the state's responsibility is to guarantee the right of all inhabitants to be safe.

"If everyone is responsible for safety, then no-one is responsible"

Dr. Hugo Acero, former Under Secretary for Safety and Security in the City of Bogotá

7 Champion safety at the highest political level

Although in many countries the ministries responsible for police and defence are normally considered as custodians of 'safety and security', having policies and institutional arrangements driven by the President can help ensure that safety is a cross-cutting issue of national and over-arching importance, not just one of many sector-specific issues. It provides the necessary impetus for success at local level by promoting greater cooperation and investment across departments.

In Colombia, the Presidency coordinates safety and security, by bringing together the ministers responsible for crime prevention (police, defence), social development, other relevant sector ministries as well as the mayors. The Presidency is the driver of the programme, while mayors have a clearly defined role in promoting safety. A team of 10 staff from the Presidency gives hands-on support and advice to the mayors on their safety responsibilities and to officials on formulating Comprehensive Local Security Plans and establishing local security councils.

Medellín Deputy Mayor for Governance, Security and Citizen Services, Luis Fernando Suárez Vélez, presenting the city's Integrated Security Model.

The National Policy for Citizen Security and Coexistence, Colombia

The Office of the High Presidential Advisor for Public Safety developed this policy, which was based on national and international learning. The policy is specifically geared to urban areas and has five objectives: (1) reduce crime and violence, (2) decrease homicides, (3) improve citizen co-existence, (4) reduce the fear of crime and (5) prosecute and condemn critical crimes. The integrated intervention model has five key strategies: social and situational prevention; police presence, control and response; justice, victim support and rehabilitation; fostering a culture of law abidance; and promoting active and responsible citizenry. These strategies are further broken down into national and local actions. Local security plans are developed with the involvement of local residents. The mayors then present their plans and needs to national government at roundtable negotiations. The outcome of these negotiations are Security and Coexistence Agreements between the municipalities and national ministries, which can be tracked.

Since 2012, the policy has been piloted in 24 priority cities, which were selected based on crime statistics and victimisation surveys. Since then, signs of impact are positive in the pilot municipalities, which have seen:

- Increases in municipal budget allocations to safety.
- Decreases in reported crimes, which are significantly below national averages.
- More residents who report that they feel safe in their neighbourhood.

A presentation on the policy can be accessed at http://urban-safety.blogspot.com/2014/04/bogota-day-i.html

8 Have consistent long-term urban safety policies

Countries that are making the greatest strides in reducing urban violence typically have comprehensive, cross-sectoral policies at national level that offer a shared vision for how the various spheres of government, and other role-players, such as civil society and the private sector, should cooperate to enhance safety at a local level. Good policies for urban safety also explicitly set out the competencies, responsibilities and resources for safety between different state and non-state actors, as well as lines of accountability.

The greatest impact on reducing violence and crime is achieved when policies are long term and are backed by sustained political commitment. For example, in Medellín and Bogotá, despite changes in the political leadership, urban safety policies have continued across the different administrations.

9 Think differently about intergovernmental relations

Success can only be attained if the different spheres of government work together and support each other, beyond a narrow view of who has the legal power/mandate to perform a certain function. There needs to be cooperation between national and local government. Colombia provides two examples of intergovernmental arrangements for sharing resources with the mutual goal of making cities safer. One is policy driven from the Presidency (the National Policy for Citizen Security and Coexistence explained above), while the other is a pragmatic solution emanating from Medellín.

Medellín:

'The more we give, the more we can ask for'

Medellín identified the need for more police officers to service the number of policing quadrants in the city effectively.

- The city lobbied the national government, which is responsible for police, to allocate additional police officer positions to Medellín.
- In return, the Mayor's Office provided funding for vehicles, infrastructure and other equipment required by the additional police officers.

A police officer explains how the UPP intervention in Santa Marta has dramatically reduced levels of violence in that community.

10 Clearly define the role of the police

The role of the police (versus other actors) in violence and crime prevention should be clear and complement (rather than replace or displace) the services provided by others, such as local government, other spheres of government, or civil society. In addition, their prevention responsibilities should not overburden limited police resources and capabilities or distract from core mandates such as law enforcement.

In Colombia, the National Police's clearly-defined role includes fostering better police-community relations, running programmes for young people aimed at reducing violence, and creating platforms for communities to deliberate on problems and solutions to local safety concerns. In Rio, as explained above, the UPP uses non-traditional policing interventions, such as sports, arts and educational activities targeted at young people to promote community safety.

Providing sports and other recreational facilities for young people in the favelas is one of the strategies the UPP programme is using to prevent violence.

11 Strengthen the role and accountability of local government

Institutional clarity ensures that well-developed national policies can be implemented at local level, and that the lines of accountability are unambiguous. Related to this is having sufficient resources to enable implementation of policies at local level.

In Colombia, the Constitution gives the President the power to delegate responsibility for safety to mayors and governors and specifies the role of mayors. The National Policy for Citizen Security and Coexistence defines local government's specific roles and responsibilities, which go beyond providing basic infrastructure and improving the physical environment, to include economic and social development. Mayors are given the responsibility for ensuring public safety, and are obliged to develop Integrated Plans for Citizen Security for their municipalities (which should be aligned to the more general local development plans). They are also required to put aside a certain percentage of their budgets for implementing the safety plan. A national fund is available to support the development and implementation of the local safety plans.

Medellín's dramatic turnaround

In 2014 Medellín hosted the WUF, which over 10 000 delegates attended. For the city to host such a large, prestigious event would have been unthinkable 20 years ago: in the early 1990s Medellín was the most violent city in the world, with a murder rate of 380/100.000 (or 6000 homicides per year). By 2013, the city's murder rate had dropped to 38/100.000 (942 homicides), which is still high by international standards but nonetheless a dramatic change within a short period of time. The city achieved this through a combination of good, integrated and implemented policies that put people at the centre, promoted greater equality, reduced poverty and improved living conditions for many of the city's most deprived citizens. Some of the city's social urbanism innovations, such as the cableway and escalators in poor hillside communities have become famous, but equally important has been the sustained investments in social programmes such as early childhood development, sports and recreation, youth development, healthcare, and education and culture.

12 Create partnerships with non-government players

Partnerships between government and non-government role-players are critical to promote violence and crime prevention in a holistic way. Civil society organisations play an especially key role in driving initiatives that respond to a locality's unique situation. Both parties need to understand their respective roles and responsibilities very clearly and respect these. For example, government could provide a framework, oversight and funding, while civil society is the implementer.

In Rio, AfroReggae developed from within the community, without government support. However, over time, the organisation has grown larger and more professional, and has attracted government and private sector funding for its centre and programmes.

South African delegates in an interactive workshop

13 Make use of technology and data appropriately

Integrated information systems can be used to monitor crime, forward plan and to prevent disasters. As such they are critical for creating safe environments and can be used to develop innovative and responsive solutions. The use of technology can improve decision-making, result in faster reaction times (e.g. to traffic incidents and disasters) and to some extent enhance preventative capabilities.

In Rio and Medellín, the city government has installed hundreds of CCTV cameras, which are integrated with private security cameras at commercial and residential premises. Central operations centres continuously monitor the cameras. Some interesting institutional arrangements at these centres included:

- The presence (and coordination) of a range of different state agencies from one location.
- The active participation of the media at the operations centre in Rio, where the media have permanent desks and can rapidly disseminate information.

Good data also enables policies aimed at reducing violence and creating safer communities to be evaluated, to ensure they are having the desired impact or to amend them if necessary. The data management capabilities of the cities visited was impressive.

Medellín has a dedicated crime observatory whose sole purpose is collecting and analysing data on crime and violence in the city, and the impact of measures to reduce violence and crime. This information is used to guide targeted improvements in physical and social conditions in hotspot neighbourhoods. The city also has an online crime reporting site (www.seguridadenlinea.com) and mobile apps that include panic buttons and functions to map perceptions of safety in communities. To combat the challenge of unreported crimes, Colombia uses data from victimisation surveys to complement official crime statistics.

While it is certainly impressive how technology can be used in different ways to promote community safety, at the same time, technology in and of itself cannot provide solutions to violence and crime, and has limited use in violence prevention. The human-centred approaches of especially Bogotá and in Colombia reminds us that people always come first.

"The first step to solve problems is to recognise problems." (Luis Fernando Suarez Velez, Vice Mayor for Governance and Security, City of Medellín).

Impressive operations centres, such as this one in Rio de Janeiro, provide a base for multiple city and state agencies to jointly improve mobility in the city and respond faster to incidents.

14 Have dedicated human resources and technical capabilities

A major stumbling block to effective violence and crime prevention efforts can be the lack of dedicated human resources and technical capacities within municipalities. Typically safety-related capacity and expertise is locked at national level, not at local level. A key lesson is that officials with community-safety responsibilities require proper training and professional skills, especially in prevention.

Recommendations

The table that follows translates the main lessons from the study tour into recommendations for the South African context, focused primarily on government actors (the membership of the Urban Safety Reference Group). Three categories have been used to present the recommendations:

Policy considerations: what policies and policy instruments should be strengthened to enhance community safety in urban areas, and what can be improved to ensure successful implementation?

Operational issues: what technical and other operational capacities need to be developed within municipalities (and other core actors) to ensure that violence prevention and urban safety programmes are implemented effectively?

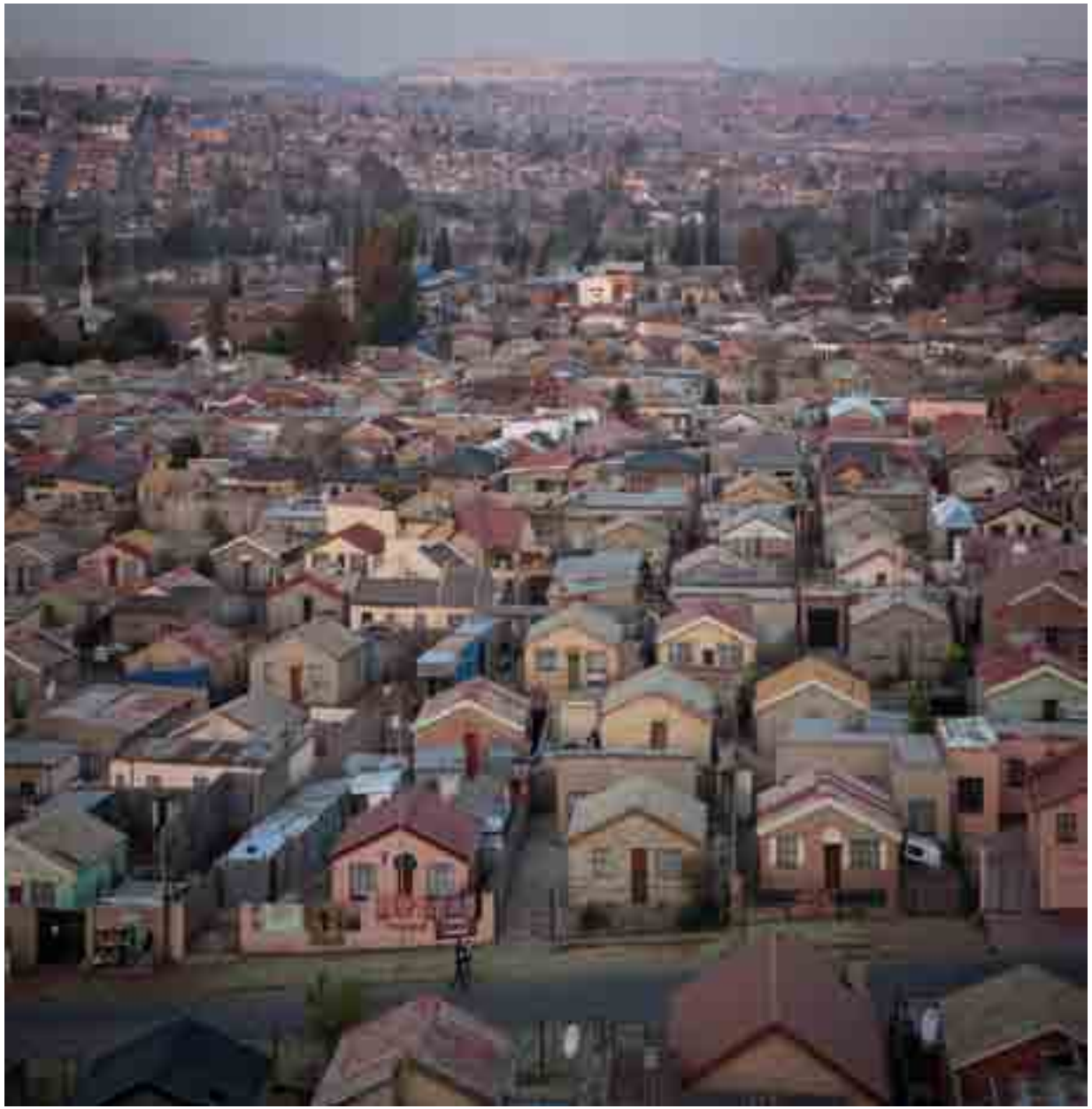
Resource aspects: what financial and human resources should be provided to local governments in order to support the programmes, including leveraging partnerships with other role-players?

The recommendations are not intended to be exhaustive, but merely serve as inspiration for thinking about what can be done by various role-players, collectively and individually, to further enhance the promotion of urban safety in South Africa. The focus is on supporting city administrations (and local government more generally) to develop the necessary capabilities to drive local violence prevention and community safety interventions. The recommendations are made in full cognisance of the fact that not all can be pursued immediately, and that interventions will need to be prioritised and phased in.

POLICY CONSIDERATIONS	
Evaluate	• Audit existing community safety and crime prevention policies and strategies across different sectors and government agencies. This will include assessing their current implementation status. • Develop standardised indicators for measuring the state of urban safety nationally, and the impact of urban safety interventions.
Integrate	• Improve the coherence and integration of existing national community safety and crime prevention policies and strategies, possibly through the introduction of a new overarching national policy or integrating framework on community safety. The new White Paper on Safety and Security, the White Paper on Policing and Chapter 12 of the National Development Plan provide a useful departure point. • Align, strengthen and integrate provincial policies with national policies on community safety and crime prevention. Provincial crime prevention policies should offer a locally adapted and responsive expression of the national policy vision.
Formulate	• Develop local policies that promote multi-sectoral, evidence-based approaches to violence prevention and community safety. These policies should take into account the mandates of municipalities, as well as the full range of services and facilities municipalities provide that directly or indirectly contribute to community safety. • Policies should be developed through thorough stakeholder and community participation, and based on comprehensive research and data analysis (evidence-based).

OPERATIONAL ISSUES	
Coordinate	• Strengthen existing multi-sectoral inter-governmental forums to support the implementation of national and provincial plans (e.g. the Justice, Crime Prevention and Security Cluster, Premier's Coordinating Forum). • Allocate dedicated staff within national and provincial government to be responsible for coordinating multi-sectoral policy and strategy implementation across government as well as the non-state sector. • Introduce or strengthen existing structures and platforms for coordination and knowledge exchange between all relevant state and non-state actors with regard to the implementation of local community safety plans (e.g. Community Safety Forums). • Clarify the roles and responsibilities for policy implementation, horizontally within, and vertically across, government spheres, as well as the roles and responsibilities of the SAPS in crime and violence prevention. • Explore how national and provincial departments responsible for local government can play a stronger role in championing and enhancing safety planning capacities within municipalities, as part of integrated development planning functions. • Utilise government programmes such as Community Development Workers, Community Development Practitioners, Community Work Programme and the Expanded Public Works Programme more effectively to support the implementation of community safety plans at local level.
Translate	• Translate national policy and provincial policies for community safety into measurable implementation plans at national and provincial level, incorporating an appropriate phasing and targeting of interventions (e.g. according to priority municipalities/wards based on violence/crime data analysis) and clear lines of responsibility and accountability for implementation. • Based on the municipal policy/strategy on community safety, develop realistic, actionable local community safety plans that are integrated into municipal Integrated Development Plans.
Capacitate	• Develop national and provincial capacities for research, data collection and analysis to inform policies, strategies and plans relevant to community safety, as well as the deployment of resources and human capacities to support local government in their functions relating to community safety. • Introduce appropriate institutional mechanisms at national and provincial level to provide the necessary support to cities and local government to develop and implement local policies and plans for integrated community safety. • Build dedicated capacity within an appropriate institutional location in the municipality (e.g. City Manager's office) for coordinating the implementation of municipal community safety policies/ strategies and plans. • Develop capacities for research, data collection and analysis to improve evidence-based planning for community safety, and the monitoring and evaluation of the implementation of safety initiatives at local level.

RESOURCE ASPECTS	
Ameliorate	• Explore how existing or new intergovernmental fiscal transfers can be used to provide additional resources to municipalities for the purposes of promoting community safety. One option to consider is a competitive fund cities/municipalities can access based on proposals for community safety interventions. • Allocate appropriate funds to implement community safety plans, as well as prioritise and optimise capital and operational expenditures (e.g. through existing conditional grants) for physical, social and economic infrastructure that is likely to have the greatest impact on community safety.
Capacitate	• Ensure that councillors responsible for community safety are properly orientated and knowledgeable in their role in overseeing and holding officials accountable for implementation of appropriate community safety interventions. SALGA at national and provincial level has a particular role to play in this regard. • Introduce/use existing professionalisation measures to support municipalities to develop professional skills of officials responsible for community safety and violence prevention. • Introduce appropriate incentives for officials to assume responsibility for community safety and violence prevention (e.g. include in job descriptions, performance agreements and KPIs). SALGA can provide guidance and support to municipalities on how to incentivise responsible officials.
Collaborate	• Develop partnerships with civil society organisations to support knowledge generation and implementation capacities with regard to community safety. • Explore how contributions of the private sector can be leveraged to provide greater financial and technical support to the implementation of community safety plans.



Conclusion and Next Steps

The study tour was a mutually beneficial South–South peer learning exchange and revealed many similarities in urban safety challenges and approaches between the three countries (South Africa, Brazil and Colombia). The four success factors for effective approaches to reducing and preventing urban violence and crime are:

1. A holistic understanding of the nature of the problem of urban violence, its causes, and the most effective evidence-based interventions to address these causes.
2. The visionary, sustained political will to tackle the wide-ranging, multi-dimensional causes of violence and crime, and to invest in social transformation and inclusion.
3. Policy instruments at national, local and provincial level to guide the implementation of social inclusion and violence prevention measures.
4. The allocation of financial and technical resources, and the introduction of institutional mechanisms to drive implementation, coupled with a strong commitment to fostering partnerships with civil society and other non-state actors to realise a joint objective of making cities safer.

The lessons and recommendations from the study tour will be taken forward by the Urban Safety Reference Group through further consultative processes with a broader range of stakeholders, research and knowledge sharing, and the piloting of innovative community safety approaches.

Annexure: List of study tour participants

	Title	Surname	Name	City/Department	Designation
1	Mr.	Brown	Shane	Nelson Mandela Bay	Executive Director: Safety & Security
2	Ms.	Cachalia	Nazira	City of Joburg	Programme Manager: Safer Cities
3	Mr.	Khumalo	Kwenza	Msunduzi Municipality	Manager
4	Mr.	Manganye	Daniel	City of Tshwane	Head: Business and Community Safety
5	Mr.	Mokoena	Reuben	City of Tshwane	Senior Manager: Business & Community Safety
6	Mr.	Mzolo	Goodman	Ekurhuleni	Deputy Chief of Police
7	Mr.	Segobo	Lele	Mangaung	General Manager
8	Mr.	Terwin	Steve	Buffalo City	Acting Director
9	Mr.	Xaba	Martin	eThekwini Municipality	Head: Safer Cities and I-Trump Unit
10	Ms.	Zulu	Boniwe	Msunduzi Municipality	Deputy Municipal Manager
11	Mr.	Mbanga	Sithole	South African Cities Network	CEO
12	Dr.	Malahlela	Modjadji	Department of Cooperative Governance	Chief Director for the Integrated Urban Development Framework
13	Mr.	Maselesele	Steven	Department of Social Development	Director: Social Crime Prevention
14	Dr.	Phalane	Manthiba	Civilian Secretariat for Police	Director: Social Crime Prevention
15	Mr	Sitshaluza	Andile	National Treasury	Project Manager: Neighbourhood Development Partnership Grant Fund Unit
16	Ms.	Khumalo-Nyembe	Zizile	Department of Social Development	Assistant Director: Youth Development
17	Dr.	Silbernagl	Tina	GIZ-Violence & Crime Prevention Programme	Programme Manager
18	Mr.	Kuehl	Philipp	GIZ-Violence & Crime Prevention Programme	Advisor
19	Mr.	Smith	Terence	GIZ-Violence & Crime Prevention Programme	Senior Advisor
20	Ms.	Beg	Fatima	GIZ-Governance Support Programme	Urban Governance Advisor

urbansafety@sacities.net

saferspaces

working together for a safer South Africa

www.saferspaces.org.za

South African CitiesNetwork

cooperative governance
Department:
Cooperative Governance
REPUBLIC OF SOUTH AFRICA

german cooperation
DEUTSCHE ZUSAMMENARBEIT

implemented by
giz