DEVELOPING COMMUNITY SAFETY PLANS

A GUIDEBOOK FOR PROVINCIAL AND MUNICIPAL OFFICIALS

civilian secretariat
for police service
Department:
Civilian Secretariat for Police Service
REPUBLIC OF SOUTH AFRICA

SALGA
SOUTH AFRICAN LOCAL
GOVERNMENT ASSOCIATION
Inspiring service delivery

Ukulimala kwengqondo kukulimala komntu,
(to damage the mind is to damage the person)

Ukulimala komntu kukulimala komndeni,
(to damage the person is to damage the family)

Ukulimala komndeni kukulimala komphakathi.
(to damage the family is to damage the community)

Ukulimala komphakathi kukulimala kwesizwe.
(to damage the community is to damage the nation).

Mzwakhe Mbuli ©, Amandla, 1987

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ACRONYMS AND ABBREVIATIONS

CBO	community-based organisation
CPTED	crime prevention through environmental design
CSF	ommunity safety forum
CSFP	Community Safety Forum Policy
CSPS	Civilian Secretariat for Police Service
DIF	district intergovernmental forum
DPME	Department of Planning, Monitoring and Evaluation
FBO	faith-based organisation
GSS	Gauteng Safety Strategy
IDP	Integrated Development Plan
IGRFA	Intergovernmental Relations Framework Act
ISCPS	Integrated Social Crime Prevention Strategy
IUDF	Integrated Urban Development Framework
KPA	key performance area
LGMSA	Local Government: Municipal Systems Act
M&E	monitoring and evaluation
MTSF	Medium-term Strategic Framework
NDP	National Development Plan
PSS	Eastern Cape Provincial Safety Strategy
NGO	non-governmental organisation
STED	safety through environmental design
WHO	World Health Organisation
WPP	White Paper on Policing
WPSS	White Paper on Safety and Security

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INTRODUCTION

What is the purpose of this Guidebook?

The purpose of this Guidebook is to provide provincial and municipal officials with a quick and easy-to-use guide for developing community safety plans. It offers practical guidance on how to perform safety planning in a manner that facilitates community participation, in order to ensure that plans are grounded in a thorough understanding of the risks to safety in a particular community, and that programmes and interventions respond to the specific concerns of people who live there. Although much has been written on the topic of community safety, this Guidebook aims to offer a step-by-step process for developing community safety plans, as well as a concise breakdown of promising practices for municipal and provincial officials to refer to when developing interventions and when implementing community safety activities. Accordingly, in an effort to present information in a simple and accessible format, references to other tools and resources on community safety will be made throughout the Guidebook.

Who can use this Guidebook?

This Guidebook has been specifically designed for provincial and municipal officials, Community Safety Forums, as well as officials involved in Integrated Development Plans (IDP) processes. Although provincial and local government have different responsibilities when it comes to building safer communities, strengthening capacity within these two spheres of government is critical to bolstering the coordinated functioning of local and provincial government as well as improving the functionality of intergovernmental relations. Although this Guidebook has been designed for provincial and municipal officials, it can be used by any person and/or entity involved in safety planning. For example, people working for non-governmental organisations (NGOs), social service organisations, or other community-based initiatives may find this Guidebook useful when designing safety programmes and/or interventions, or when evaluating the effectiveness of current community safety plans and other violence prevention initiatives.

How should the Guidebook be used?

This Guidebook is a tool for provincial and municipal officials to use when developing community safety plans or when engaging in community safety activities or events such as community safety audits, community dialogues or the integration of safety principles into IDPs. In addition to informing the methodology and approach of community safety plans, this Guidebook can also be used to assess: (1) the impact and effectiveness of safety planning initiatives; (2) the extent to which IDPs address issues of safety; and (3) whether local and provincial government have facilitated meaningful participation by communities in safety planning activities. Lastly, this Guidebook can also be used as a source of information on available tools, handbooks, manuals and other promising practices to assist people in community safety planning and other violence prevention initiatives.

CHAPTER 1
Community safety in South Africa

Building a safer South Africa

Building safer communities in South Africa is a complex and challenging task. High levels of youth unemployment and corruption, combined with severe levels of inequality, drug and alcohol abuse, breakdown of family structures, rapid urbanisation, and poor health and educational outcomes, are among the key drivers of increasing levels of violence across the country. Accordingly, broader and more holistic interventions that extend beyond the criminal justice system are required to adequately address underlying risks to safety in our communities. Further, the success of such interventions will depend largely upon the extent to which they are locally owned and committed to by community members.

In 2012, government adopted the National Development Plan (NDP), which is the roadmap guiding South Africa's development agenda until 2030. Recognising that safety has a direct impact on sustainable development, and that high levels of violence have slowed down South Africa's economic growth and transformation, the NDP identifies community safety as one of the fundamental components of achieving sustainable development.

Chapter 12 of the NDP speaks to 'Building Safer Communities', and includes the following objectives:

- using an integrated approach to safety by addressing the underlying drivers of crime and violence;
- building community participation in community safety; and
- strengthening the criminal justice system and professionalising/demilitarising the police.
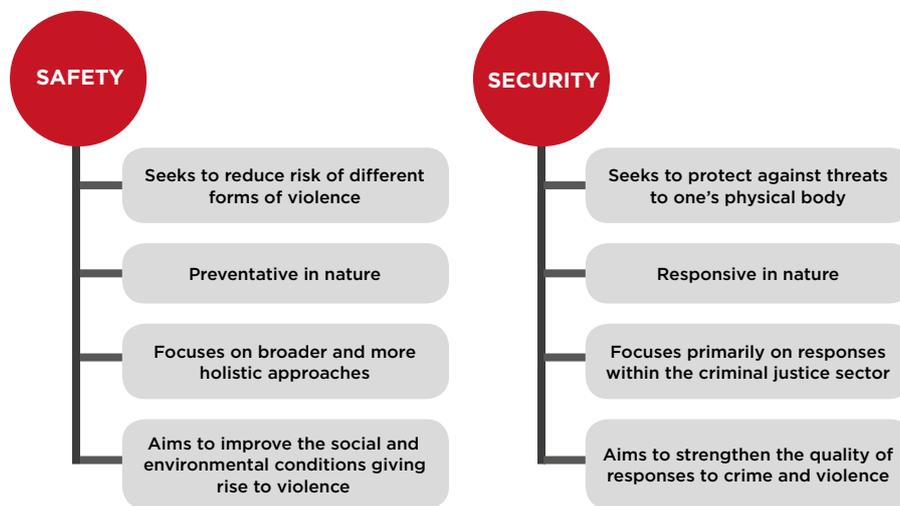
In an effort to promote a 'whole of government approach' to strengthening community safety, the Civilian Secretariat for Police Service (CSPS), on behalf of government, developed the 2016 White Paper on Safety and Security to provide a new framework for safety governance in South Africa. Grounded in an understanding that building safer communities is the responsibility of everyone in society, the 2016 White Paper instructs all spheres of government and organs of state to align their strategic plans and budgets to the vision and mission of the White Paper in order to achieve a safer South Africa. While each government department has a unique contribution to make towards strengthening community safety, the 2016 White Paper places specific emphasis on the role of local government (with support from provincial government) in developing comprehensive IDPs and community safety plans that respond to the specific needs and challenges of a community.

Although local and provincial government are well positioned to address many of the underlying factors giving rise to violence, a common belief among many officials is that community safety falls outside their mandate, and that it is the police who are primarily responsible for making South Africa safer. While it is true that law enforcement, correctional services and the courts have a critical role to play with regards to community safety, their functions are primarily *responsive* in nature. Therefore, actors outside the criminal justice system (including both state and non-state entities), have a complementary role to play, meaning that they must work together to *prevent* violence by addressing the underlying risk factors present in our communities. Local government is critical, given its proximity to people living in communities, and is constitutionally mandated to promote a safe and healthy environment, while provincial government becomes especially important in this regard given its mandate to assist local government in the effective performance of its functions and to ensure alignment with national and provincial safety policy.

What do we mean by 'community safety'?

'Safety' is often understood to be the absence of crime and violence. Although levels of crime and violence are likely to impact on a person's experience of safety, it is important to make clear distinctions between the concepts of 'safety' and 'security', and to avoid using the two terms interchangeably.

Generally speaking, 'security' refers to the immediate protection against a known or perceived threat to one's physical body, while 'safety' refers more broadly to an environment where people can live without experiencing fear or threats to their health or well-being. Efforts to strengthen the security of people often involve governments taking a 'tough-on-crime' approach by increasing the number of police officers on the streets or by incarcerating more people. Efforts to improve people's experiences of safety, on the other hand, require interventions aimed at addressing the broader social and environmental conditions that contribute to violence, such as high levels of inequality, limited access to employment and education opportunities, alcohol and drug abuse, a lack of social cohesion, and general feelings of hopelessness and disillusionment towards the future, particularly amongst young people.

SAFETY

- Seeks to reduce risk of different forms of violence
- Preventative in nature
- Focuses on broader and more holistic approaches
- Aims to improve the social and environmental conditions giving rise to violence

SECURITY

- Seeks to protect against threats to one's physical body
- Responsive in nature
- Focuses primarily on responses within the criminal justice sector
- Aims to strengthen the quality of responses to crime and violence

The concept of community safety expands the definition of 'safety' even further by referring to the actions taken by people on a local level 'to prevent, reduce and contain' the social and environmental factors that interfere with their ability to live without the fear or threat of violence. In this regard, community safety is concerned with the collective experiences of people as a whole, rather than the individual people living within a community. Accordingly, when we refer to the concept of community safety, we are not only talking about efforts to reduce levels of crime and violence in a particular area, but also about actions taken to improve the social, cultural, economic and political conditions that give rise to risk in our communities through a multi-stakeholder approach driven by local needs.

Therefore, **community safety** recognises that:

- different stakeholders within the community are important actors in efforts to reduce crime and violence, and have the shared responsibility to ensure the safety of every individual; and
- 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.

> **i** For more information on the concepts of 'safety', 'security', and 'community safety', please refer to the SaferSpaces website at **https://www.saferspaces.org.za/** and 'Other Resources' section at the end of this Guidebook.

Crime vs violence: What's the difference?

Similar to recognising the difference between 'safety' and 'security', it is critical to understand differences between the concepts of 'crime' and 'violence'. Although the two terms are often used interchangeably, crime and violence are not the same thing, meaning that actions which constitute crimes do not necessary involve violence, and actions that constitute violence do not necessarily involve a crime.

So what is the difference between crime and violence?

- **Crime** involves an act that violates a criminal law or statute.
- **Violence** involves an act that inflicts physical, emotional or psychological harm.

When we talk about crime, most often we are talking about violent crime, which involves an act that: (1) violates a criminal law; and (2) inflicts physical, emotional or psychological harm. Examples of violent crime include murder, rape, assault, hijacking and arson.

However, not all types of crime are violent, and not all types of violence are criminal. For example, certain types of crimes are not violent, like shoplifting. Similarly, certain forms of violence are not criminal, such as some types of harassment and/or bullying. Therefore, even though some acts may inflict physical, emotional or psychological harm upon an individual, they may not necessarily be treated as crimes under the law. Just because certain forms of violence may not (currently, or in certain societies) be considered legally crimes, it does not mean that they should be allowed or condoned – in particular, certain forms of violence against women, or children.
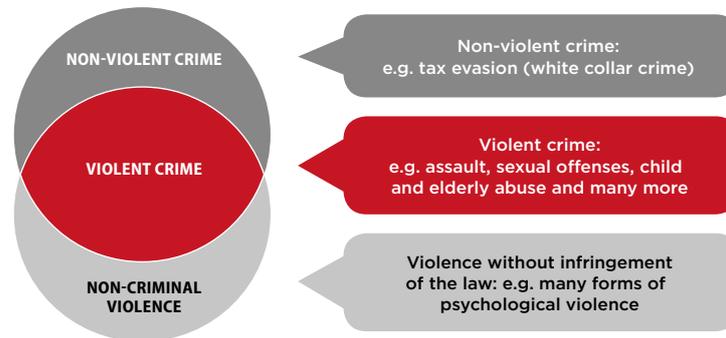
Understanding violence: The ecological model and risk/protective factors

'Violence' is defined by the World Health Organization as:

> *The intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community that either results in, or has a high likelihood of resulting in, injury, death, psychological harm, maldevelopment, or deprivation.*

There are many reasons why people become violent. In an effort to help people understand the complexity of violence, the World Health Organization developed the ecological model to demonstrate the link between the various factors that drive violent behaviour.

A SAFE COMMUNITY

Life satisfaction | Psychological well-being | Social well-being | A safe prospering community

SOCIETY

COMMUNITY

RELATIONSHIP

INDIVIDUAL

Resilience
Control
Coping
Violence

Health status
Physical activity
Nurturing childhood
Substance use

Relationship
Parenting style
Health status
Household composition
Income
Substance use

Community involvement
Social networks
Social support
School
Workplace
Neighbourhood social and built environment

Inequality
Social norms and values
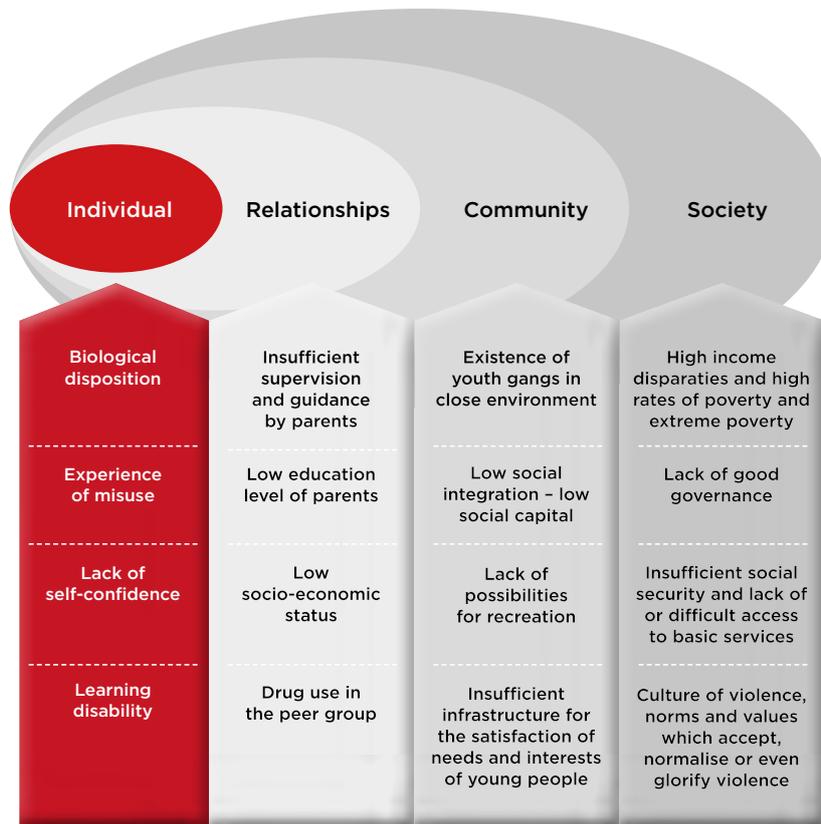Political participation
Discrimination and stigma

The ecological model considers the full context of a person's life, and locates the individual in relation to their relationships, community and the society in which he/she lives. It recognises that violence results from a series of factors that interact with one another at the individual, relationship, community and societal levels, and that each level is associated with a different set of risk and protective factors that influence a person's behaviour.

> *Risk factors are defined as 'characteristics, variables, or hazards that, if present for a given individual, make it more likely that this individual, rather than someone selected from the general population, will develop a tendency toward violence'.*

> *Protective factors are defined as 'factors that mediate or moderate the effect of exposure to risk factors, resulting in reduced incidence of problem behaviour'.*

The presence of **risk factors** at the individual, relationship, community and societal levels increases the risk of a person becoming either a perpetrator or a victim of violence. In this regard, the more risk factors an individual is exposed to, the higher the probability that he/she will experience some form of violence.

Risk factors

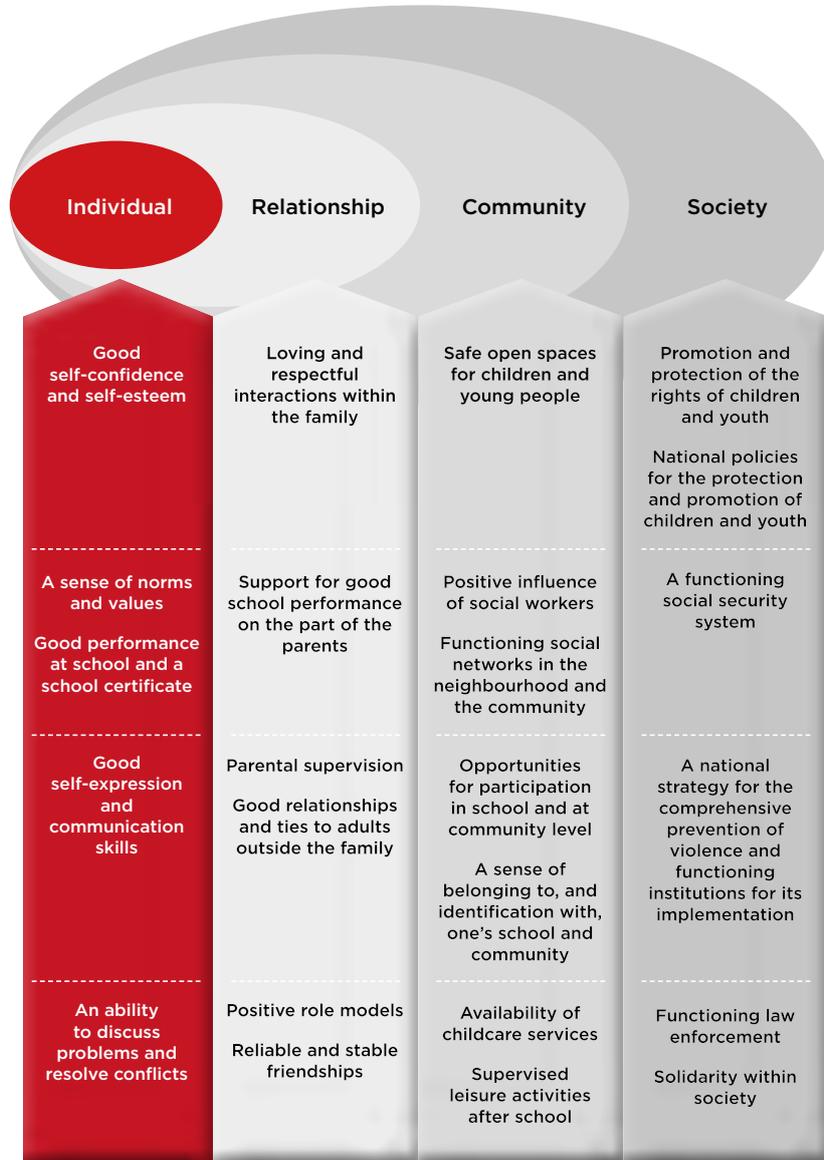| Individual	Relationships	Community	Society
Biological disposition	Insufficient supervision and guidance by parents	Existence of youth gangs in close environment	High income disparaties and high rates of poverty and extreme poverty
Experience of misuse	Low education level of parents	Low social integration – low social capital	Lack of good governance
Lack of self-confidence	Low socio-economic status	Lack of possibilities for recreation	Insufficient social security and lack of or difficult access to basic services
Learning disability	Drug use in the peer group	Insufficient infrastructure for the satisfaction of needs and interests of young people	Culture of violence, norms and values which accept, normalise or even glorify violence

It is important to note, however, that **risk factors** (which appear at every level of the ecological model) are not types of violence and do not necessarily cause violence. Risk factors, by definition, are elements present in an individual's life that increase the likelihood of him/her experiencing some form of violence, either as a perpetrator or as a victim. For example, inequality is a risk factor, but not all people who experience various forms of inequality (income, racial, etc.) resort to violence; they are, however, more at risk of experiencing violence than individuals coming from advantaged backgrounds.

Similarly, the presence of **protective factors** at the individual, relationship and societal levels, decreases the risk of a person becoming subjected to violence. Protective factors tend to promote resilience within individuals and communities by mitigating or reducing the harmful impact of certain risk factors. It is important to note, however, that protective factors are not programmes or interventions designed to reduce a person's exposure to risk; rather, protective factors identify the broader set of conditions that reduce a person's risk of becoming subjected to violence.

Accordingly, understanding the complexity of violence in terms of the ecological model, and in terms of risk and protective factors, is central for developing effective community safety plans.

Protective factors

| Individual	Relationship	Community	Society
Good self-confidence and self-esteem	Loving and respectful interactions within the family	Safe open spaces for children and young people	Promotion and protection of the rights of children and youth National policies for the protection and promotion of children and youth
A sense of norms and values Good performance at school and a school certificate	Support for good school performance on the part of the parents	Positive influence of social workers Functioning social networks in the neighbourhood and the community	A functioning social security system
Good self-expression and communication skills	Parental supervision Good relationships and ties to adults outside the family	Opportunities for participation in school and at community level A sense of belonging to, and identification with, one's school and community	A national strategy for the comprehensive prevention of violence and functioning institutions for its implementation
An ability to discuss problems and resolve conflicts	Positive role models Reliable and stable friendships	Availability of childcare services Supervised leisure activities after school	Functioning law enforcement Solidarity within society

> **ℹ** For more information on the ecological model as well as risk and protective factors, please refer to the Toolkit on Participatory Safety Planning and Making South Africa Safe: A Manual for Community-based Crime Prevention and the 'Understand' section on the SaferSpaces website at www.saferspaces.co.za.

Promising practices in violence prevention

Evidence suggests that violence can be prevented by implementing programmes and interventions that reduce risk factors and strengthen protective factors at the individual, relationship, community and societal levels of the ecological model. Promising practices note that programmes and interventions should be structured at the primary, secondary, and tertiary stages of prevention, and offer different types of prevention (i.e. situational, social and institutional) to provide a comprehensive set of prevention services.

A combination of different prevention approaches across all spheres of government and sectors of society will not only reduce new incidents of violence from occurring in the future, but will also disrupt violence from continuing in the present.
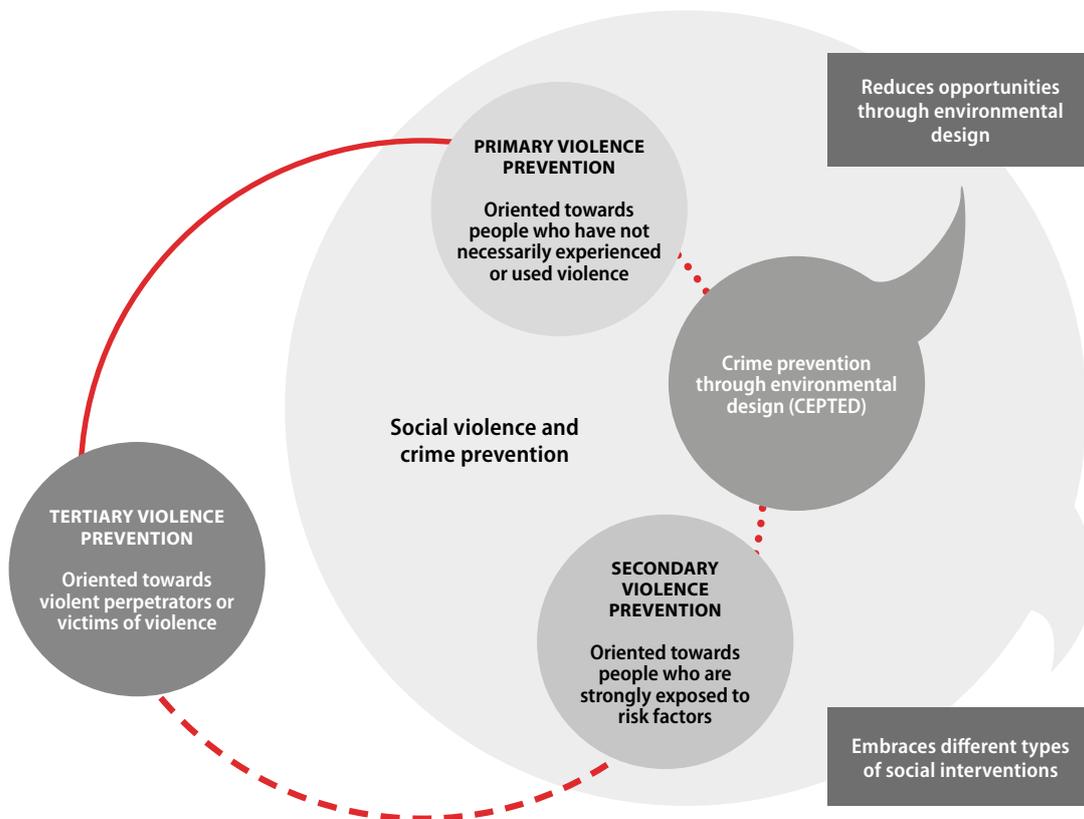
a. Stages of violence prevention

The cyclical nature of violence requires prevention efforts to take place at different points in time. Accordingly, 'stages of violence prevention' refers to specific points in the cycle of violence where a specific intervention or action is taking place. It is therefore important to locate prevention efforts within this broader understanding of violence in order to ensure that interventions do not ignore the need to prevent violence before it has occurred, or after it has occurred.

Primary Violence Prevention	Aims to address the *underlying drivers of violence* by reducing the risk factors and strengthening the protective factors present in a particular community, before violence actually occurs. Primary violence is directed at people who have not yet experienced or used violence. **EXAMPLES:** public information and awareness-raising campaigns, educational programmes and early-childhood development programmes, as well as the establishment and/or revision of policy frameworks.
Secondary Violence Prevention	Focuses on *stopping the continuation or escalation of violence by addressing people who have already been exposed to risk factors*, and/or who have already demonstrated violent behaviour. **EXAMPLES:** limiting the conditions that give rise to violence (i.e. improving standards of living, improving emergency services, etc.), or counselling services or programmes to increase social cohesion and conflict resolution skills.
Tertiary Violence Prevention	Aims to provide *long-term support to people after an act of violence has occurred*, by addressing both people who have experienced violence and people who have committed violence. **EXAMPLES:** strengthening rehabilitation and reintegration programmes for offenders, offering trauma counselling or health-related services to people who have experienced violence, and promoting the use of restorative justice mechanisms.

Accordingly, interventions to prevent violence should be targeted at the primary, secondary and tertiary stages in order to reduce the factors that put people at risk ('risk factors') and to enhance the factors that strengthen resilience ('protective factors') at the individual, relationship, community and societal levels.

b. Types of violence prevention

In addition to developing interventions for each stage of prevention, different **types** of violence prevention should be used to address the risk factors which occur at community and societal levels.

These types of violence prevention include situational, social and institutional.

Situational violence prevention (STED)

Aims to reduce the opportunity for violence by *altering the physical environment or other environmental factors*.

EXAMPLES: improving public infrastructure and basic services (i.e. street lighting, public toilets, etc.), reclaiming public spaces through local interventions to improve people's feelings and experiences of safety, and creating safer spaces using principles of crime prevention through environmental design (CPTED).

Social violence prevention

Aims to *strengthen social cohesion* and reduce people's inclination or motivation to engage in violent behaviour by encouraging and empowering individuals, families and communities to participate in their development and decision-making.

EXAMPLES: building capacity within communities to participate in decision-making processes; providing resilience services and job-skills training programmes for youth; and offering parenting programmes and other support services to care-givers.

Institutional violence prevention

Aims to reduce violence by *changing the policies, legislation and overall functioning of institutions* (both state and non-state entities) that affect people at local, provincial and national levels.

EXAMPLES: training municipal officials on integrating safety principles into IDPs; strengthening structures and opportunities for meaningful participation in local governance; and awareness-raising campaigns about the duties and obligations to provide a safe environment.

Accordingly, efforts to prevent violence should extend beyond the individual and his/her relationships and consider the risk factors present at both community and societal levels of the ecological model. Using different types of prevention (i.e. situational, social and institutional) at the broader structural and environmental levels will help develop long-term solutions to prevent violence from occurring.

c. Evidence-based practices for effective violence prevention

In 2016, the World Health Organization (WHO) published its findings on evidence-based practices for reducing violence amongst young people. The research concludes that the best way to prevent violence is by reducing the conditions which allow it to occur on the social, economic, political and cultural levels.

Parenting and early childhood development strategies	• Home visiting programmes ✦ • Parenting programmes ✧ • Early childhood development programmes ✧
School-based academic and social skills development strategies	• Life and social skills development ✧ • Bullying prevention ✧ • Academic enrichment programmes ✦ • Dating violence prevention programmes ✛ • Financial incentives for adolescents to attend school ✦ • Peer mediation ✛ • After-school and other structured leisure activities ✦
Strategies for young people at risk of, or already involved in, violence	• Therapeutic approaches ✧ • Vocational training ✦ • Mentoring ✦ • Gang and street violence prevention programmes ✦
Community- and society-level strategies	• Hotspots policing ✧ • Community- and problem-orientated policing ✧ • Reducing access to and misuse of alcohol ✧ • Drug control programmes ✧ • Reducing access to and misuse of firearms ✧ • Spatial modification and urban upgrading ✧ • Poverty deconcentration ✧

Source World Health Organization

✦ Promising (strategies that include one or more programmes supported by at least one well-designed study showing prevention of perpetration and/or experiencing of youth violence, or at least two studies showing positive changes key risk or protective factors for youth violence).

✧ Unclear because of insufficient evidence (strategies that include one or more programmes of unclear effectiveness).

✛ Unclear because of mixed results (strategies for which the evidence is mixed — some programmes have a significant positive and others a significant negative effect on youth violence).

In addition to the above, there is emerging evidence to suggest that the following types of interventions are also effective in reducing levels of violence:

- Pre-school development programmes;
- Raising the price of alcohol and improving drinking environments;
- Reducing access to guns, knives and pesticides;
- Microfinance programmes combined with gender equality training;
- Public awareness campaigns challenging harmful social and cultural norms; and
- Victim identification, care and support programmes.

While the list above is not exhaustive, community safety plans should include evidence-based practices to ensure that violence prevention interventions are supported by research demonstrating their effectiveness.

> **For more information on levels of prevention (i.e. primary, secondary and tertiary prevention) and/or types of prevention (situational, social and institutional), please refer to the Toolkit on Participatory Safety Planning and Making South Africa Safe: A Manual for Community-based Crime Prevention and the 'Understand' section on the SaferSpaces website at www.saferspaces.co.za.**

Why is safety planning important?

Planning for safety is not only critical to violence prevention efforts; it is also an integral part of building a healthy and democratic society. In this regard, safety planning speaks more broadly to the social and economic development of a community, in that plans should strive to create conditions where people feel safe from physical hunger, disease and destitution; safe from unemployment, job insecurity and exploitative labour practices; safe to invest in their families and their futures; and safe to exercise their civil and political rights to engage with, and participate in, the decisions of their government.

Accordingly, every phase of local, provincial and national planning must consider the full scope of people's safety concerns, and develop strategies and interventions to strengthen people's experiences of safety, specifically as it relates to the broader social environments in which they live. Although responsibility for developing community safety plans falls within the mandate of local government, and building a safer South Africa is the collective responsibility of all of society.

CHAPTER 2
Governance framework for safety in South Africa

Legislation and policy governing community safety in South Africa

The framework governing safety in South Africa is extensive and involves a number of laws and policies governing South Africa's approach to safety and development.

In terms of law, the Constitution, Municipal Systems Act, Municipal Structures Act and a series of municipal by-laws provide the formal standards, procedures and principles that govern the way our communities are managed. Laws, unlike policies, are enforceable through the judicial system.

In terms of policy, the National Development Plan (NDP), 2016 White Paper on Safety and Security (WPSS), 2016 White Paper on Policing (WPP), Integrated Urban Development Framework (IUDF), Integrated Social Crime Prevention Strategy (ISCPS), Community Safety Forum Policy (CSFP) and various provincial safety strategies and policies (such as the Gauteng Safety Strategy (GSS) and the Eastern Cape Provincial Safety Strategy (PSS)), provide an overarching framework to guide the decisions of government relating to community safety. These policies work together by providing a clear set of goals and objectives, methodologies and approaches, as well as practices for building safer communities.

2016 White Paper on Safety and Security

In an effort to synergise the different policies concerning safety, the Civilian Secretariat for Police Service developed the White Paper on Safety and Security, which attempts to align the IUDF, ISCPS and CSFP to Chapter 12 of the NDP by promoting developmental responses to safety using an 'all of government' and 'all of society' approach. The White Paper therefore recognises that building safer communities requires evidence-based interventions that aim to address underlying risk factors at the individual, relationship, community and societal levels in order to strengthen the resilience of our communities and people.

Accordingly, the vision of the 2016 White Paper is to have a society where all people:
- Live in **safe environments**;
- **Play a role** in creating and maintaining the safe environment;
- **Feel safe** from crime and violence and the conditions that contribute to it; and
- Have **equal access** and recourse to **high-quality** services when affected by crime and violence.

In order to achieve this vision, the White Paper is founded on six themes, which work together to achieve a safer South Africa.

Effective criminal justice system	Early interventions to promote safety	Victim support services	Integrated and effective service delivery	Safety through environmental design (STED)	Active public and community participation
Efficient, responsive and professional criminal justice sector Effective diversion, rehabilitation and reintegration programmes Effective restorative justice programmes and interventions	Healthy first 1 000 days of life for children and caregivers Safe and supportive environment for children and youth Context-appropriate resilience programmes Substance abuse treatment and prevention Interventions for groups at risk	Comprehensive framework for protecting the rights of victims Delivery of high-quality services for victims	Access to crime and violence prevention and safety/security services Professional and responsive service provision	Integrating prevention principles into planning and design to promote safety and facilitate feeling safe Integrating prevention as an outcome of government planning and design at local, provincial and national level	Forums for coordinated and collaborative community safety actions Participation in the developing, planning and implementing of community safety programmes and interventions Partnerships in supporting community safety programmes and interventions

CHAPTER 3
Roles and responsibilities for safety planning

The governance framework for safety in South Africa makes it clear 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. This point is reiterated in Chapter 12 of the NDP, which speaks to 'Building safer communities' and calls for developing integrated approaches to community safety that involve coordinated actions across government departments, the private sector and civil society, as well as active contributions and meaningful participation from community organisations and ordinary citizens.

Particular emphasis is placed on the role of local government, given its proximity to communities and its constitutional mandate to build safe and healthy environments. Provincial government, however, also has a critical role to play in light of its mandate to support district and local municipalities and metropolitan municipalities in the effective performance of their functions (i.e. building safe and healthy environments), their obligation to monitor the implementation of both national and provincial safety policy, as well as their responsibility to coordinate integrated development planning across the province. At a national level, the Department of Planning, Monitoring and Evaluation (DPME) is also central, given its responsibility for monitoring national progress towards all outcomes in the Medium-term Strategic Framework (MTSF), which includes Outcome 3, 'All people in South Africa are and feel safe', as well as Outcome 9, 'Responsive, accountable, effective and efficient developmental local government system'.
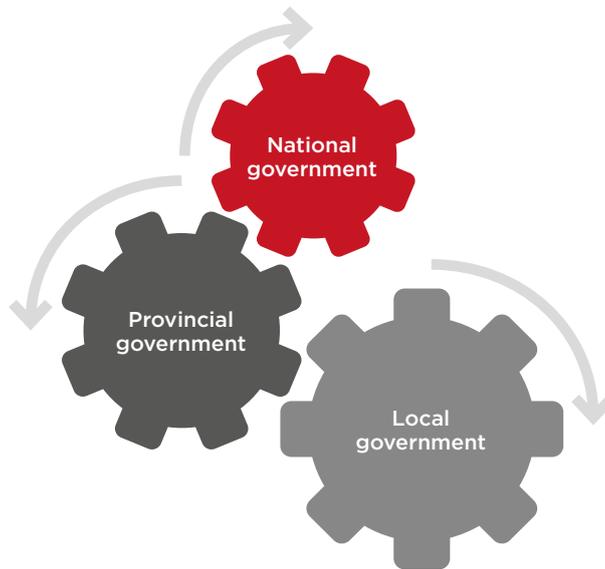
While the bulk of responsibility for safety planning lies with local and provincial government, all sectors and spheres of government are responsible for making South Africa safer. Chapter 3 of the Constitution makes this principle clear, as it recognises the distinct yet interdependent and interrelated nature of government, and thus requires local, provincial and national government to adhere to the principles of cooperative governance and intergovernmental relations.

Local government

Local government's constitutional and legislative mandate to promote safe and healthy environments, and the social and economic development of communities makes it central to the safety planning process. Planning must be conducted in a manner that is developmentally oriented in order to achieve the objectives of local government and to contribute to the progressive realisation of people's fundamental rights, which include the right to life, dignity and freedom and security of the person, as well as the rights to a safe environment, healthcare, food, water, social security and housing. The primary mechanism for fulfilling this responsibility is the **Integrated Development Plan (IDP)**, which guides the development plans of a particular municipality, and is intended to steer the plans of other spheres of government within the municipal area, for a period of five years, and is thus well-placed to elevate the concerns of communities not only by integrating principles of safety throughout all aspects of development, but also by including an overarching plan for strengthening community safety as part of every IDP.

In light of its mandate to respond to the developmental needs of communities and to coordinate the delivery of basic services across municipalities, local government is well positioned to deliver on the basic fundamentals of safety and violence prevention. As a result, local government has been delegated a series of responsibilities in terms of the 2016 White Paper, which include:

Further, given that municipalities are the most direct interface between the government and its people, local government is well positioned to provide an inclusive range of interventions for creating an enabling environment to strengthen community safety through use of the IDP. Moreover, local government's constitutional duty to facilitate community involvement in the matters of local government makes it the most appropriate organ of state to lead safety planning initiatives using the participatory approach espoused in the White Paper.

> **i** For more information refer to the pocket book, T*he Role of Municipal Councillors in Building Safer Communities*. This pocket book provides councillors with an important resource for understanding the importance of pursuing holistic and integrated approaches to planning and implementing safety, crime and violence prevention interventions to enhance the delivery of high quality services at local level. Available at:
>
> *https://www.saferspaces.org.za/resources/entry/the-role-of-municipal-councillors-in-building-safer-communities-pocketbook*
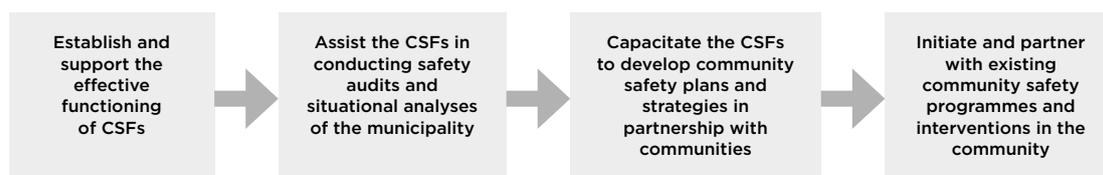> **OR**
> *https://www.salga.org.za/Documents/Knowledge%20Hub/Gazettes/Role%20of%20Municipal%20Councillors%20in%20Building%20Safer%20Communities%20-%20Pocketbook.pdf*

a. Community Safety Forums

As the primary structure for bringing government's integrated approach to safety to communities, community safety forums (CSFs) are well positioned to not only lead the development of community safety plans, but to also coordinate a multi-sectoral approach to building safer communities on a local level. They can provide a structured link between the many community resources that may exist in the local municipality. For example, Community Development Workers, Ward Committees, Community Police Forums and Youth Crime Prevention Desks can play an important role in assisting with community profiling as part of a situational analysis. The CSFs provide the structure where these entities can coordinate their contribution to safety. Based on the premise that increased cooperation and interaction between different spheres of government and organs of state, and community organisations and private sector will strengthen community safety, CSFs have the potential to improve the effectiveness of violence prevention interventions at a local level, in accordance with the NDP and White Paper on Safety and Security.

Although not all CSFs are functional or necessarily operational, CSFs are an embedded structure within the municipality, and therefore have the responsibility for facilitating information-sharing with communities, and for coordinating an integrated and developmental approach to safety. If these structures become formalised with the right leadership, staff and skills, CSFs have the potential to strengthen the relationship between municipalities and communities by creating opportunities for meaningful collaboration and contributions, and by facilitating the development of community safety plans that are responsive to people's needs.

Therefore, in order for CSFs to be effective, municipalities should:

Establish and support the effective functioning of CSFs	→	Assist the CSFs in conducting safety audits and situational analyses of the municipality	→	Capacitate the CSFs to develop community safety plans and strategies in partnership with communities	→	Initiate and partner with existing community safety programmes and interventions in the community

b. Community Safety Plans and IDPs

As the central strategic mechanism to plan and drive development in a municipality, IDPs are key to elevating the safety concerns of communities by incorporating principles of safety in all aspects of development. Although traditionally IDPs have been used to identify priorities for critical infrastructure, basic services and land use management, there is growing recognition that principles of safety need to be mainstreamed across all sections of the IDP (i.e. financial, institutional, spatial, local economic development, etc.), and by integrating community safety plans as a separate sector plan in the IDP.

However, before a community safety plan can be integrated into an IDP, the plan must meet certain criteria to ensure alignment with promising practices in strengthening community safety, compliance with applicable legislation, and fulfilment of the objectives of national and provincial safety policies.

- Firstly, the plan must reflect a sound understanding of the underlying drivers of crime and violence, and include interventions that **address the risk factors and enhance the protective factors** in a community.
- Secondly, the plan must **extend responsibility for safety to all municipal and provincial departments**, and suggest ways to integrate safety into their strategic plans and budgets.
- Thirdly, the plan **must provide for the development of partnerships with local people and organisations** in implementing programmes and interventions to strengthen community safety.

> **ℹ** These criteria are provided for in the *Minimum Standards for a Basic Community Safety Plan* (**see Annexure 2**), and will be discussed in further detail in Chapter 5 under the section entitled 'Quality criteria for integrating safety plans into IDPs'.

Provincial government

Provincial government through the provincial Departments of Community Safety plays an important role in the implementation of the 2016 White Paper. Provincial government also develops and oversees adherence to provincial strategies and policies governing safety. This task is not limited to a monitoring and reporting function. The Constitution and legislative framework not only empower, but also compel, provincial government to intervene in and support the effective functioning of local government.

Therefore, even though local government is a primary driver of safety planning, provincial government plays important facilitative and oversight functions in the development and implementation of municipal plans and the integration of safety into IDPs across the province. In addition, provincial government has the mandate to oversee and intervene in the affairs of local government in matters prescribed by the Constitution and other national legislation, which include:

- Overseeing the development and drafting of IDPs by municipalities;
- Monitoring and reporting on the affairs of local government to assess whether it has the capacity to perform its functions and manage its own affairs;
- Securing funding and developing capacity-building initiatives for municipalities to ensure the effective performance of its statutory obligations and functions;
- Coordinating intergovernmental relations between provinces and local government;
- Providing support services to municipalities, which may include the drafting of by-laws;
- Conducting reports on the financial status of municipalities;
- Assigning functions to municipalities in terms of provincial legislation; and
- Intervening in the affairs of local government when a municipality has not performed its statutory obligations in a satisfactory manner.

In light of its extensive oversight mandate and duty to ensure adequate capacity and support to municipalities, provincial government is central to ensuring that municipal IDPs integrate principles of safety in accordance with national and provincial developmental priorities, and that safety and violence prevention programmes and interventions are coordinated throughout the province.

Accordingly, the 2016 White Paper assigns provincial government a series of responsibilities with respect to safety planning, which includes the following:

In this regard, provincial government has a critical role to play with respect to community safety planning on a local level, as well as broader efforts to build a safer South Africa on a national level.
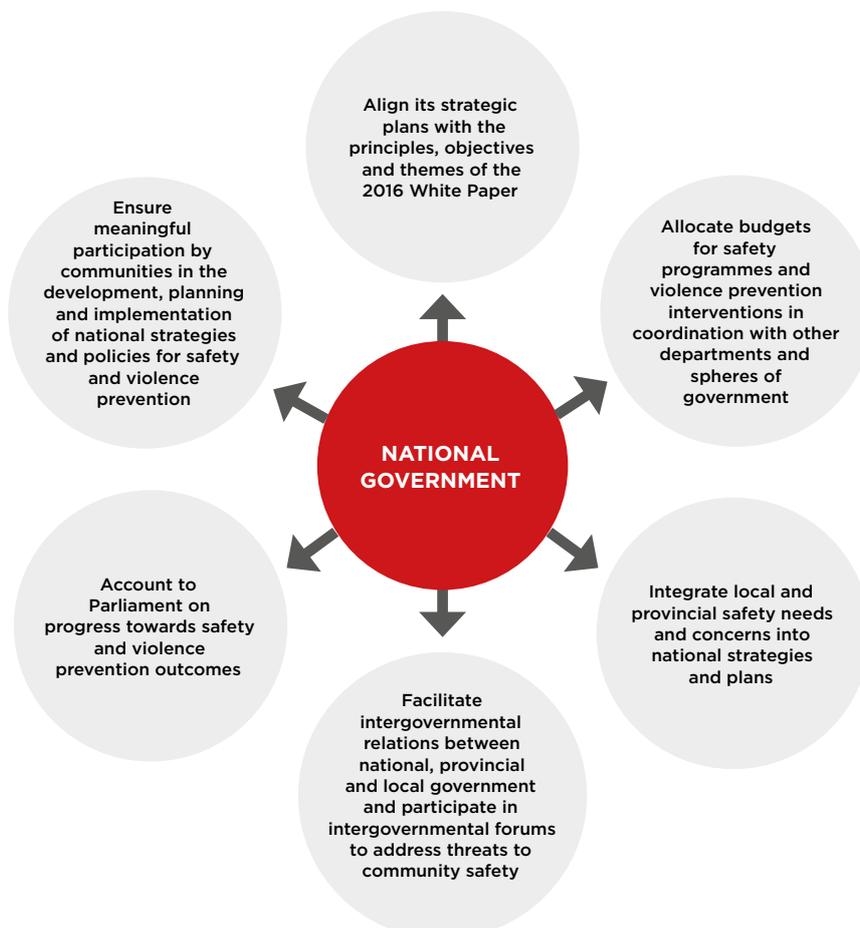
> **i** **For more information on the roles and responsibilities of provincial government with respect to safety planning, please refer to Chapter 3 as well as Schedules 4 and 5 of the Constitution, the Municipal Systems Act, the Municipal Structures Act, and the 2016 White Paper on Safety and Security.**

National government

As mentioned, the Department of Planning, Monitoring and Evaluation (DPME) is responsible for monitoring progress towards Outcome 3 of the MTSF, 'All people in South Africa are and feel safe', as well as Outcome 9, 'Responsive, accountable, effective and efficient developmental local government system'. As the department responsible for coordinating all sectors and levels of government towards achievement of the NDP, DPME will be responsible for strengthening cooperation across all levels of government into 'a single delivery machine', working effectively and efficiently using limited resources, and building partnerships with civil society to build a safer and more sustainable South Africa. DPME will fulfil its mandate in relation to Outcome 3 by working across different spheres of government and with groups of relevant national departments, and in relation to Outcome 9 by ensuring that local government has the adequate capacity to effectively perform its functions in relation to safety and planning.

In addition to DPME, every national line function department has a responsibility for making South Africa safer. While the tendency is to think that only the police, courts and correctional services are responsible for safety, the primary function of these departments is to *respond* to violence, not necessarily to prevent it. Accordingly, departments outside the criminal justice system, including social development, arts and recreation, health and education have a central role to play when it comes to addressing the underlying causes of violence. In this regard, all spheres and sectors of government must work together to prevent violence by reducing risk factors and strengthening protective factors in accordance with the developmental approach to safety espoused in the 2016 White Paper.

The 2016 White Paper consequently requires each national line function department to:

Align its strategic plans with the principles, objectives and themes of the 2016 White Paper

Allocate budgets for safety programmes and violence prevention interventions in coordination with other departments and spheres of government

Ensure meaningful participation by communities in the development, planning and implementation of national strategies and policies for safety and violence prevention

NATIONAL GOVERNMENT

Integrate local and provincial safety needs and concerns into national strategies and plans

Account to Parliament on progress towards safety and violence prevention outcomes

Facilitate intergovernmental relations between national, provincial and local government and participate in intergovernmental forums to address threats to community safety

In this regard, integrated approaches to community safety require concerted efforts across all line function departments to understand the underlying causes of violence and to identify what they can do to reduce risk factors and strengthen protective factors, and align their budgets and strategic plans accordingly.
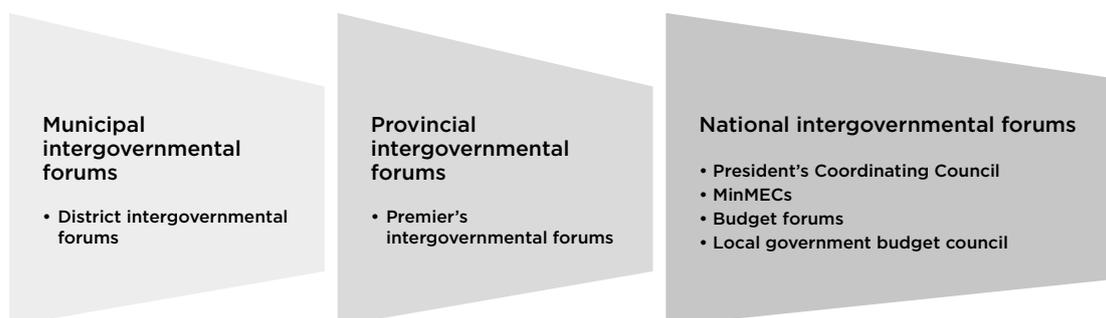
> **i** For more information on the roles and responsibilities of national government, please refer to Section 85 of the Constitution, and DPME's *Improving Government Performance – Our Approach*. Available at: **http://www.dpme.gov.za/publications/Policy%20Framework/ Improving%20Government%20Performance_Our%20Approach.pdf.**

Cooperative governance and intergovernmental relations

Although local, provincial and national government have unique roles to play when it comes to building safer communities, it is important to note that all spheres of government and organs of state are constitutionally obligated to preserve the peace, national unity and the indivisibility of the country, and to secure the well-being of its people by providing an effective, transparent, accountable and coherent system of government as a whole. Furthermore, the Constitution also obligates government to cooperate in good faith and mutual trust by: fostering friendly relations; assisting and supporting one another; informing one another of, and consulting one another on, matters of common interest; coordinating actions and legislation with one another; and avoiding litigation against one another.

In addition to providing foundational principles for cooperative governance, the Constitution also calls for the establishment of structures and mechanisms to facilitate intergovernmental relations. Accordingly, the Intergovernmental Relations Framework Act in 2005 (IGRFA) gives effect to this by establishing a framework for coordinating the implementation of policy and legislation based upon the effective provision of services and achievement of national priorities. National, provincial and local government are obligated to coordinate their actions when implementing any policy or piece of legislation that affects the material interests of the country, in order to avoid unnecessary duplication and wasteful expenditure, and to ensure sufficient institutional capacity to perform its function and fulfil its mandate. Accordingly, Chapter 2 of the IGRFA provides a range of intergovernmental structures for this purpose, at the national, provincial and municipal levels.

Municipal intergovernmental forums

• District intergovernmental forums

Provincial intergovernmental forums

• Premier's intergovernmental forums

National intergovernmental forums

• President's Coordinating Council
• MinMECs
• Budget forums
• Local government budget council

At a municipal level, district intergovernmental forums (DIFs) are composed of the mayors of both the district and local municipalities, and responsible for facilitating the coordination between the district municipality and its local municipalities with respect to the following:

- Implementation of new and existing policy and legislation on both national and provincial levels;
- Challenges and progress regarding service delivery on a district and local municipal level;
- Integration of local and district IDPs to ensure coherent and coordinated planning;
- Mutual support of other local municipalities in the effective performance of their functions; and
- Dispute resolution between the different local municipalities and district, if necessary.

In light of the imperative for cooperative governance and intergovernmental relations, all sectors and spheres of government should adhere to the principles of cooperative governance by working together in safety planning activities to avoid duplication of efforts and wasteful expenditure, and to ensure the delivery of safety services and violence prevention programmes and interventions.

> **i** **For more information on cooperative governance and intergovernmental relations, please refer to Chapter 3 of the Constitution and the Intergovernmental Relations Framework Act. Available at:**
> **http://www.justice.gov.za/legislation/constitution/SAConstitution-web-eng-03.pdf,**
> **https://www.gov.za/documents/intergovernmental-relations-framework-act.**

The Department of Cooperative an Governance and Traditional Affairs is responsible for facilitating cooperative governance, to support all spheres of Government. The department's mission is to ensure that all municipalities perform their basic responsibilities and functions consistently by:

- putting people and their concerns first;
- supporting the delivery of municipal services to the right quality and standard;
- promoting good governance, transparency and accountability;
- ensuring sound financial management and accounting; and
- building institutional resilience and administrative capability.

The Department thus plays a key role in being able to support local municipalities in implementing new mandate areas such as that of promoting safety.

CHAPTER 4
Role of communities in safety planning

Community participation in safety planning

Community participation is one of the most prominent features of South Africa's democracy, and one of the central reasons why the country's politics remain a vibrant but contested space. Despite the challenges that may arise when engaging with communities, especially in matters relating to safety and development planning, community participation is a fundamental component of an accountable and responsive system of governance and central to ensuring that municipalities act in the best interests of the community. In this regard, engagement with communities has become fundamental to the management of local government affairs, specifically regarding decision-making processes for development planning and service delivery, to ensure the promotion of a safe and healthy environment.

While there are various ways to define the term 'community', the definition provided in the Local Government Municipal Systems Act (LGMSA) will be used for purposes of this Guidebook. The LGMSA defines 'community' (in relation to a municipality) as:

The body of persons comprising –
    (a) the residents of the municipality;
    (b) the ratepayers of the municipality;
    (c) any civic organisations and non-governmental, private sector or labour organisations or bodies which are involved in local affairs within the municipality; and
    (d) visitors and other people residing outside the municipality who, because of their presence in the municipality, make use of services or facilities provided by the municipality, and includes, more specifically, the poor and other disadvantaged sections of such body of persons.

Municipalities are constitutionally obliged to facilitate involvement by communities in all matters of local government, namely in developing and implementing the IDPs, to ensure that its plans respond to the needs of the community and promote development in a manner that improves the lives of community members, especially the poor and other vulnerable or disadvantaged groups.

In this regard, municipalities are legally required to:

Create conditions for communities to participate in the planning, implementation and review of IDPs, budgets, and decisions regarding municipal services

Facilitate capacity-building initiatives for communities to meaningfully participate in the affairs of local government, and for staff to encourage opportunities

Use its resources and budgets to support opportunities and mechanisms for meaningful community participation

It is important to remember that **meaningful** participation extends beyond consultation. Meaningful participation requires communities to be empowered with the necessary skills, knowledge and information to actively engage in the decision-making processes that affect their lives. Accordingly, facilitating meaningful participation by communities needs to form the foundation of all aspects of safety planning, from identifying the needs of the community to integrating safety and violence prevention outputs into the IDPs, and to monitoring and evaluating the implementation thereof. In this regard, communities have the power to become equal and active partners to assist local government in efforts to strengthen community safety.

> **i** For more information on facilitating community participation in safety planning, please refer to Chapter 4 of the Local Government Municipal Systems Act and *Making South Africa Safe: A Manual for Community-based Crime Prevention*. Available at:
> **https://www.gov.za/sites/default/files/a32-00_0.pdf**,
> **https://www.csir.co.za/sites/default/files/Documents/Making%20South%20Africa%20Safe.pdf**.

Challenges and opportunities in facilitating participation

The importance of involving communities in safety planning cannot be over-emphasised. As the core constituency of the municipality and main beneficiary of governments' efforts to strengthen community safety on a local and provincial level, communities need to be an integral part of every aspect of safety planning to ensure that interventions are not based on assumptions about what people need in order to feel safe, but rather upon the knowledge, perspectives and experiences of people living in the community.

That being said, the challenges to facilitating community participation can be extensive, and thus need to be anticipated and prepared for in order to minimise any unnecessary tension or resentment within communities. For example, coordinating opportunities for contributions by members of the community can be time-consuming and difficult to manage, which is why it is important to plan ahead and secure a convenient time and venue for meetings several weeks in advance so that people can make time to attend. When it comes to notifying communities of these engagements, it is critical to use a variety of different methods for communication, such as flyers, posters or pamphlets, making announcements on public radio or social media, or publishing articles in the local newspapers in order to reach the maximum number of people. The flyers and announcements should give people an indication of the issues that will be discussed and what type of input municipalities are looking to get from communities, and express a desire and enthusiasm for people to attend. Accordingly, it would be useful to develop a communication strategy at the outset of safety planning, and to budget in the time and adequate resources in order to sustain ongoing commitment and interest within the community.

Another challenge to keep in mind is the different power dynamics that exist in communities, which may result in different members of the population being excluded or isolated from engagements with local government. Municipal officials should be aware of these underlying tensions and create conditions where everyone, irrespective of political affiliation or association, is invited to attend and make meaningful contributions to these discussions. In instances where this is unlikely to happen, municipal officials should facilitate focused discussions with members of the population who would otherwise be isolated to ensure their needs are acknowledged and responded to in the safety plans.

CHALLENGES	TROUBLE-SHOOTING
Coordinating opportunities for engagement can be time-consuming and expensive (venue, logistics, etc.).	It is important to be organised! Planning for community participation should be integrated into safety activities.
Communicating with stakeholders can be difficult, especially when trying to share up-to-date information about a meeting or upcoming event.	Develop a communication strategy that shares information using a variety of different methods: flyers, social media, WhatsApp groups, radio shows, etc.
It can be challenging to navigate the power dynamics in certain communities and to deal with competing interests.	Host focus group discussions with different stakeholder groups to make sure no one is overlooked/excluded.
Finding the right people who are committed to making their communities safer can be difficult to find and to secure commitment.	Identify people within the municipality who have demonstrated a commitment to making their community safer (i.e. FBOs, CBOs, youth leaders, etc.).

Despite the challenges, there are many opportunities that arise when efforts are made to facilitate meaningful participation in communities.

OPPORTUNITIES	VALUE-ADD
To build public trust in local and provincial government by making people feel that their voices matter.	May result in securing local buy-in and support to local government for community safety initiatives.
To increase understanding between government and communities of the struggles in strengthening safety.	May result in communities making efforts to help local government with capacity and resource constraints.
To strengthen knowledge of violence prevention theory and concepts, and to build a greater understanding of risk and protective factors in a community.	May strengthen the quality of local safety plans by being based on a sound understanding of people's experiences of safety rather than assumptions.
To unlock the local knowledge, experience and expertise that exists within communities and amongst people.	May enhance the impact and overall effectiveness of community safety plans and interventions.

When communities observe local government making genuine efforts to involve people in discussions around safety and violence prevention, people are more likely to trust that their voices and experiences matter, and consequently make more meaningful and productive contributions. Such processes are also likely to build trust and mutual understanding of the challenges and limitations of municipal officials and community members, and promote local ownership of developing and implementing integrated strategies for community safety in their communities. Furthermore, when people are integrated into local planning processes, there is an opportunity to unlock the knowledge, experience and expertise that exists within communities, which will inevitably enhance the impact and overall effectiveness of community safety plans and interventions.

Mechanisms for engagement: Community safety forums

While there are several mechanisms and opportunities for engaging with communities on issues related to safety and violence prevention, community safety forums (CSFs) should serve as the primary vehicle through which municipalities and communities work together in conducting all safety planning initiatives, including community audits, plans, implementation frameworks, and monitoring and evaluation activities. Although CSFs are the primary structure for bringing together government's integrated approach to safety to communities, CSFs are also well positioned to facilitate participation with community members, if the CSF is operational and effective.

Irrespective of whether or not there is a functional CSF in the municipality, establishing sustainable partnerships with communities is not only central for the development of responsive safety plans, but also critical to the effective implementation of integrated and developmental approaches to safety and violence prevention. Partnerships with communities may be formal or informal, but should strive to be with a broad group of stakeholders to ensure adequate representation from a wide range of groups, specifically those that have been identified as vulnerable, such as women, children and youth, to ensure that their needs and concerns are provided for. For certain partnerships, roles and responsibilities between the municipality and community structure should be clearly articulated in performance agreements, service level agreements, or in memoranda of understanding in order to promote transparency and establish clear lines of accountability.

> **ℹ** **For more information on Community Safety Forums and partnerships in safety planning, please refer to the Community Safety Forum Policy. Available at:**
> **http://www.policesecretariat.gov.za/downloads/policies/community_policing.pdf.**

Rights and duties of communities and municipalities

Recognising the significance of the relationship between communities and municipalities to the social and economic growth of communities, the LGMSA established a reciprocal set of rights and duties with the intention to facilitate a harmonious relationship. Accordingly, the rights and duties provided for in Sections 4 and 5 of the LGMSA should set the foundation for the role of communities in local safety planning.

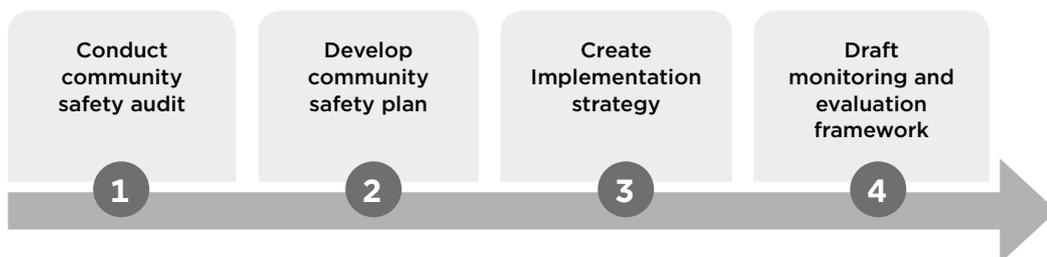| Rights and duties of members of local community	Rights and duties of members of the municipal councils

Members of the local community have the **right** —
 	
 (a) **through mechanisms and in accordance with processes** and procedures provided for in terms of this Act or other applicable legislation to –
   i. **contribute to the decision-making processes of the municipality**; and
   ii. **submit written or oral recommendations, representations and complaints** to the municipal council or to another political structure or a political office bearer or the administration of the municipality;
 (b) **to prompt responses** to their written or oral communications, including complaints, to the municipal council or to another political structure or a political office bearer or the administration of the municipality;
 (c) **to be informed of decisions** of the municipal council, or another political structure or any political office bearer of the municipality, affecting their rights, property and reasonable expectations;
 (d) **to regular disclosure** of the state of affairs of the municipality, including its finances;
 (e) **to demand that the proceedings of the municipal council** and those of its committees must be –
   i. **open to the public**;
   ii. **conducted impartially and without prejudice**; and
   iii. **untainted by personal self-interest**;
 (f) **to the use and enjoyment of public facilities**; and
 (g) **to have access to municipal services** which the municipality provides, provided the duties set out in subsection (2)(b) are complied with.
 	
 Members of the local community have the **duty** —
 	
 (a) when exercising their rights, **to observe the mechanisms, processes** and procedures of the municipality;
 (b) where applicable, and subject to section 97 (1) (c), **to pay promptly service fees**, surcharges on fees, rates on property and other taxes, levies and duties imposed by the municipality;
 (c) **to respect the municipal rights of other members** of the local community;
 (d) **to allow municipal officials reasonable access to** their property for the performance of municipal functions; and
 (e) **to comply with by-laws** of the municipality applicable to them.
	The council of a municipality has the **right to** —
	
	 (a) **govern on its own initiative** the local government affairs of the local community;
	 (b) **exercise the municipality's executive and legislative authority**, and to do so without improper interference; and
	 (c) **finance the affairs** of the municipality by –
	   i. **charging fees** for services; and
	   ii. **imposing surcharges** on fees, rates on property and, to the extent authorised by national legislation, other taxes, levies and duties.
	
	 The council of a municipality, within the municipality's financial and administrative capacity and having regard to practical considerations, has the **duty to** —
	
	 (a) **exercise the municipality's executive and legislative authority** and use the resources of the municipality in the best interests of the local community;
	 (b) **provide, without favour or prejudice, democratic and accountable government**;
	 (c) **encourage the involvement** of the local community;
	 (d) **strive to ensure that municipal services are provided** to the local community in a financially and environmentally sustainable manner;
	 (e) **consult the local community** about –
	   i. **the level, quality, range and impact of municipal services** provided by the municipality, either directly or through another service provider; and
	   ii. **the available options for service delivery**;
	 (f) **give members of the local community equitable access** to the municipal services to which they are entitled;
	 (g) **promote and undertake development** in the municipality;
	 (h) **promote gender equity** in the exercise of the municipality's executive and legislative authority;
	 (i) **promote a safe and healthy environment** in the municipality; and
	 (j) **contribute, together with other organs of state, to the progressive realisation of the fundamental rights** contained in sections 24, 25, 26, 27 and 29 of the Constitution.
	
	 A municipality must in the exercise of its executive and legislative authority respect the rights of citizens and those of other persons protected by the Bill of Rights.

CHAPTER 5
Safety planning processes and methods

Stages of the safety planning process

Although the task of building safer communities is daunting, the key to successful safety and violence prevention interventions is planning. Municipalities, with the support of provincial government, should have a clear process in place prior to beginning the safety planning process in order to ensure consistency and uniformity across local, district and metropolitan municipalities and throughout the province.

Research on successful ways to strengthen community safety suggest a process that is broken down into four separate stages:

- **Stage 1**: Conducting a community safety audit to identify concerns to safety and to develop a deeper understanding of the physical and social environment of a community, as well as a knowledge of the organisations and people already involved in violence prevention initiatives.
- **Stage 2**: Developing a community safety plan and/or strategy to reduce the risk factors and strengthen the protective factors to violence in a particular community.
- **Stage 3**: Implementing and managing the plan/strategy in accordance with a framework that provides clear roles and responsibilities and project management principles and practices.
- **Stage 4**: Monitoring and evaluating the plan/strategy against a series of indicators that measure progress towards what works, what does not work, and what might work.

Conduct community safety audit	Develop community safety plan	Create Implementation strategy	Draft monitoring and evaluation framework
1	2	3	4

While the safety planning process should be consistent across all municipalities, local and provincial government officials need to make sure that each stage is informed by the experiences and perspectives of people living in the community, and adapt the process wherever necessary in order to facilitate meaningful participation and contributions by community members.

Stage 1: Community safety audits
The first stage in of the safety planning process is to conduct a community safety audit, which is a detailed analysis of the safety challenges in a particular municipality. Community safety audits are fundamental to the safety planning process because they: (1) provide a local, evidence-based assessment of the risk and protective factors present in a given community; (2) identify priority needs and concerns, including groups of people who are most vulnerable to violence; and (3) locate programmes and interventions currently underway, which helps identify leadership within the community, and is likely to avoid duplication and wasting of resources.

- **Step 1:** Develop a community profile.
- **Step 2:** Identify the risks to safety by collecting information on levels of crime and violence in the area. This can be through review data and reports such as crime statistics and CPF minutes but also through surveys and holding focus group discussions.
- **Step 3:** Identify who is already involved in crime and violence prevention activities in your community. Tools that can be used include: Stakeholder mapping, actors venn diagram.
- **Step 4:** Analyse the physical and social characteristics of the environment.
- **Step 5:** Organise information against each type of risk. List the risk factors and possible solutions.
- **Step 6:** Analyse the problems that have been prioritised. Tools that can be used include the Market Place of Resources or What do we want to achieve.
- **Step 7:** Draft safety audit report, which includes findings and recommendations.
- **Step 8:** Validate report with members of the community to secure local buy-in and support.

Developing a community profile and stakeholder map can be done using existing research and information as contained in local municipality profiles on the demographics of age, race, gender, schooling and employment levels of the community. Surveys can also be used to add to the data. Surveys don't have to be expensive. A few clear questions to a representative sample of community members will produce a surprising amount of insight. Book 3 of the Toolkit on Participatory Safety Planning and Making South Africa Safe: A Manual for Community-based Crime Prevention available at ***https://www.saferspaces.org.za/learn-how/entry/building-safer-communities-toolkit*** has a number of useful tools you can use including those mentioned above such as:

- The timeline
- Social resources mapping
- Actors venn diagram
- Detailed analysis of duty bearers
- Clique matrix
- Urban transect walk
- The youth opinion

As with every stage of safety planning, community members should be very involved in the safety audit process. It is important to remember that people living in the community are likely to understand the risks to safety better than people from outside the municipality, and should therefore be afforded every opportunity to participate in each step of the safety auditing process. Further, in instances where capacity is lacking or otherwise limited, municipal and provincial officials should make concerted efforts to build the knowledge and skills of community members to make meaningful contributions.

> **ⓘ** For more information on community safety audits, **please refer to Annexure 5 of this Guidebook as well as the Toolkit on Participatory Safety Planning and Making South Africa Safe: A Manual for Community-based Crime Prevention** and *Making South Africa Safe: A Manual for Community-based Crime Prevention*.
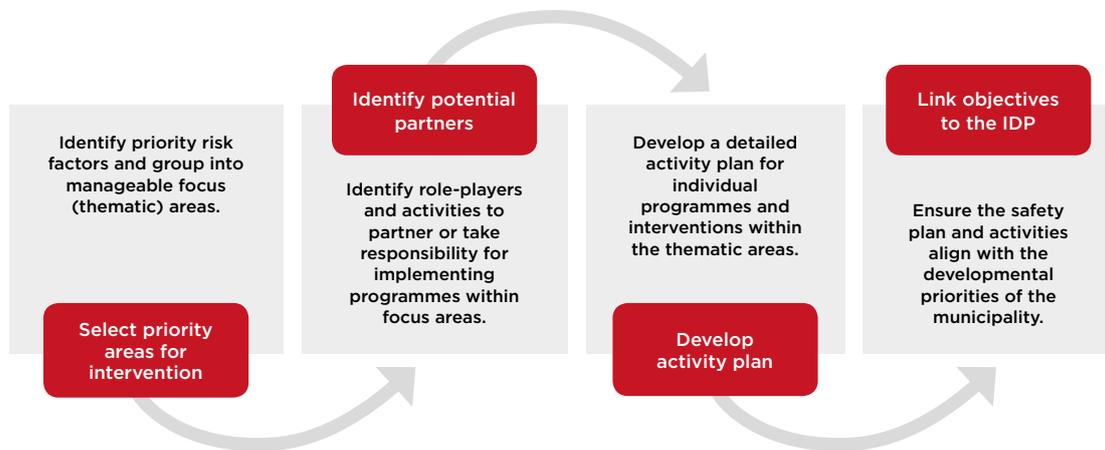
Stage 2: Community safety plans
The second stage of the safety planning process is developing community safety plans, which provide a detailed strategy for addressing the priority safety concerns in a particular municipality, based on the findings of the community safety audit. Relying on the findings of the auditing process ensures that safety plans are localised and evidence-based, and respond to the needs and priorities of a specific municipality, including those who are most vulnerable to violence.

In this regard, community safety plans become the cornerstone of the safety planning process because they: (1) provide a situational analysis of the risks to safety in a particular municipality, which includes people's perceptions and experiences of violence, as well as priority areas for intervention; (2) identify key role-players

(i.e. police, CSFs, NGOs, businesses, etc.) and advocates for community safety as well as potential local partners to implement programmes; (3) outline a series of interventions to be undertaken in the municipality to reduce risk factors and strengthen protective factors, and group such interventions into focus areas; and (4) link the safety plan's objectives to those of the IDP as well as other developmental plans and strategies.

Accordingly, developing community safety plans can be broken down into four simple steps:

- **Step 1:** Select priority areas for intervention and group them into focus areas. These may include substantive issues such as gun violence or alcohol abuse or may be priority geographic areas such as crime hotspots.
- **Step 2:** Identify key role-players and potential partners for implementing programmes.
- **Step 3:** Develop an activity plan for programmes and interventions.
- **Step 4:** Link its objectives to those of the IDP.

Similar to safety audits, community members should play an integral role in the development of community safety plans. In addition to understanding the strengths and limitations of current interventions to prevent violence, community members 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. Further, integrating community members into the development of community safety plans not only informs people of government's plans to strengthen community safety, but is also likely to encourage local support for programme implementation.

> **For more information on community safety plans, please refer to Annexures 2 and 3 of this Guidebook, the Toolkit on Participatory Safety Planning and Making South Africa Safe: A Manual for Community-based Crime Prevention and** *Making South Africa Safe: A Manual for Community–based Crime Prevention***.**

Stage 3: Implementation frameworks

The third stage of the safety planning process is developing an implementation framework, which provides a clear breakdown of the roles and responsibilities of project leaders and partners, timelines for activities and programme deliverables, as well as detailed budgets and reporting requirements. Implementation frameworks are central to the successful delivery of community safety plans, establish clear lines of accountability for programme leaders and partners, and are a useful mechanism to secure funding prior to starting a particular programme or intervention.

In this regard, implementation frameworks become a significant driver in the delivery of safety and violence prevention programmes in a municipality, because they: (1) secure political buy-in and support for the community safety plan prior to its adoption or commencement; (2) provide detailed project plans which include a breakdown of the roles and responsibilities of municipal staff and local partners, as well as timelines for delivery; and (3) secure adequate budget and resources prior to starting any programme or intervention.
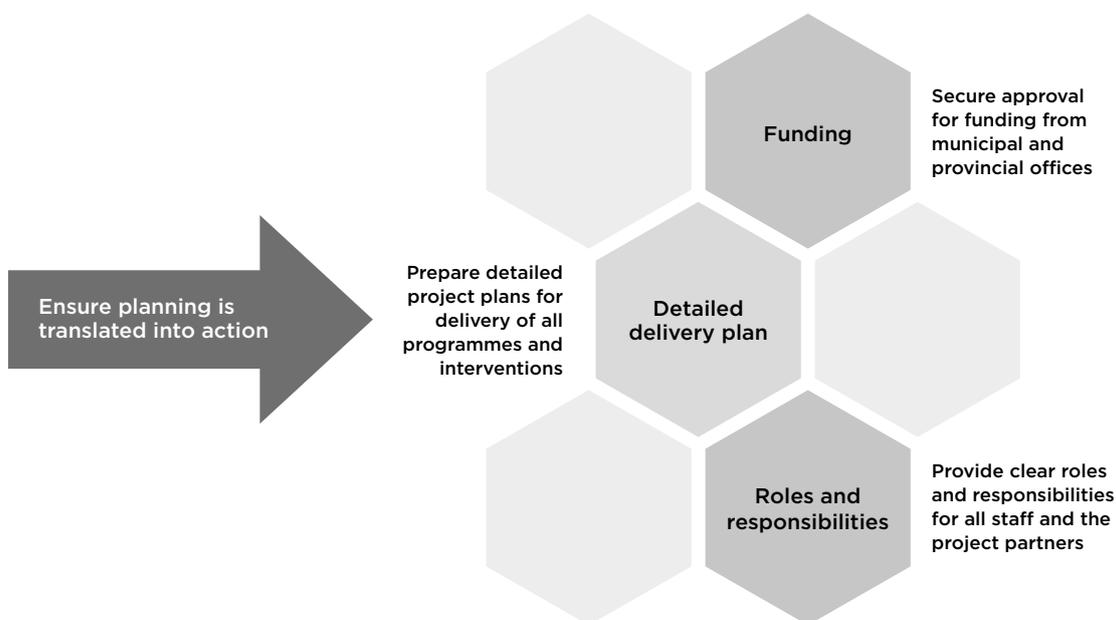
Accordingly, developing an implementation framework can be broken down into three simple steps:

- **Step 1:** Secure approval and funding for the plan from municipal and provincial officials.
- **Step 2:** Prepare detailed project plans for delivery of all programmes and interventions.
- **Step 3:** Provide clear roles and responsibilities for all project staff and partners.

As with safety audits and community safety plans, community members should also be involved in the development of implementation frameworks in order to ensure that they understand and agree with their roles and responsibilities in implementing certain elements of the community safety plan. In addition to ensuring buy-in and support from communities and informing them of project timelines and limitations in budgets and resources, the implementation framework can also be used to promote transparency and accountability in an effort to strengthen relations between government and the community.

> **ℹ** For more information on implementation frameworks, please refer to *Making South Africa Safe: A Manual for Community-based Crime Prevention*.

Stage 4: Monitoring and evaluation
The fourth stage of the safety planning process is developing a model for **monitoring and evaluation** (M&E), which provides a systematic way for measuring the progress and impact of a municipality's community safety plan. **M&E is an essential component of the safety planning process**, as it provides a reliable mechanism for assessing whether a community safety plan has achieved its goals or objectives, whether certain programmes need to be changed, added or modified, and whether budgets and resources have been used wisely. In this

regard, M&E becomes the most significant way of determining whether community safety programmes and initiatives have been successful.

> **Monitoring:** *an ongoing process that measures progress of a programme or intervention by tracking its activities, benchmarks and outputs to determine whether the planned impact is being achieved by engaging in the ongoing and systematic collection of data and documenting of process and results.*

> **Evaluation:** *a process that relies on the data and information collected during monitoring to determine whether a programme or intervention has achieved its intended impact by assessing its progress towards a goal or objective, as well as its effectiveness, efficiency, relevance, quality and sustainability.*

Although evaluation forms the final stage, it is critical to integrate components of M&E into all stages of the safety planning process, to ensure there are adequate resources and budget to evaluate the safety plan as a whole, as well as individual programmes and interventions. Additionally, it will be useful to select indicators at the outset of the safety planning process in order to ensure that M&E not only measures outcomes and impact, but also tracks progress at structural and procedural levels.

Accordingly, M&E can be broken down into four simple steps:

- **Step 1:** Plan and budget for M&E in each phase of the safety planning process.
- **Step 2:** Select different types of indicators to measure both progress and impact.
- **Step 3:** Identify the types of information for monitoring and build into activity plans.
- **Step 4:** Set aside adequate time for comprehensive M&E.
- **Step 5:** Validate results of M&E with community members.

Although M&E may initially appear as a strict function of municipal and provincial government officials, community members should play an active and participatory role in all M&E activities. As the primary beneficiaries of all safety planning activities, communities should be a central source of information for determining whether particular programmes or interventions were successful. In addition, while data is critical for measuring whether certain interventions lead to a reduction in violence, the experiences and perspectives of people living in the community are equally important, and useful for identifying the strengths and weaknesses of community safety plans and for making suggestions on how to improve programmes going forward. Furthermore, involving people in M&E processes demonstrates an effort by municipalities to determine whether their programmes are actually making communities feel safer.

> **ⓘ** For more information on Monitoring and Evaluation, please refer to **Annexure 4 of this Guidebook**, the Toolkit on Participatory Safety Planning and Making South Africa Safe: A Manual for Community-based Crime Prevention and *Making South Africa Safe: A Manual for Community-based Crime Prevention*.
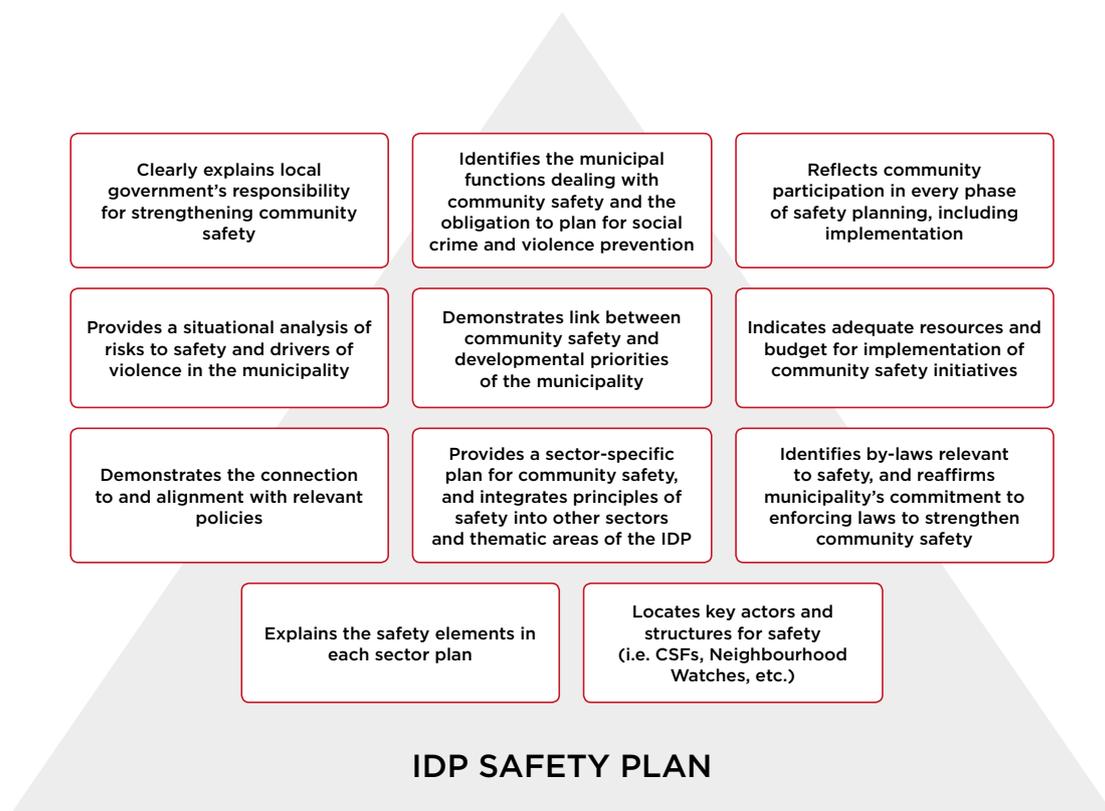
Quality criteria for integrating safety plans into IDPs

Given the connection between safety and development, and the fact that high levels of violence have interfered with South Africa's social and economic development, community safety plans should be integrated into IDPs to ensure municipalities have the necessary resources and capacity to effectively implement integrated approaches to safety. As the primary strategic mechanism guiding development of municipalities, IDPs are well placed to elevate the concerns of communities, not only by integrating principles of safety throughout all aspects of development, but also by including an overarching plan for strengthening community safety as part of every IDP. However, before a community safety plan can be integrated into an IDP, it is important for the plan to meet certain quality criteria.

The standards provided below emanate from a previous review of safety planning initiatives within IDPs and other community safety plans, which identified the following:

- Safety plans must reflect a sound understanding of the underlying causes of violence, and include plans to identify and respond to the risk and protective factors in a community.
- Responsibility for safety must be extended to all municipal functions, and be integrated into their strategic plans and budgets.
- Programmes and interventions for strengthening community safety must be developed in collaboration with community members and local partners.

In addition to the above, the criteria below have also been identified by previous studies and reviews as the minimum standards for the safety content of IDPs:

Clearly explains local government's responsibility for strengthening community safety	Identifies the municipal functions dealing with community safety and the obligation to plan for social crime and violence prevention	Reflects community participation in every phase of safety planning, including implementation
Provides a situational analysis of risks to safety and drivers of violence in the municipality	Demonstrates link between community safety and developmental priorities of the municipality	Indicates adequate resources and budget for implementation of community safety initiatives
Demonstrates the connection to and alignment with relevant policies	Provides a sector-specific plan for community safety, and integrates principles of safety into other sectors and thematic areas of the IDP	Identifies by-laws relevant to safety, and reaffirms municipality's commitment to enforcing laws to strengthen community safety
Explains the safety elements in each sector plan	Locates key actors and structures for safety (i.e. CSFs, Neighbourhood Watches, etc.)	

IDP SAFETY PLAN

ℹ️ For more information on integrating safety plans into IDP's, please refer to **Annexure 1 of this Guidebook.**

Criteria for assessing a safety plan within an IDP

Nine key elements provide guidelines on how to assess the strength of safety planning as it is mainstreamed throughput the IDP. In addition the safety plan attached to the IDP as a an appendix should meet the following criteria:

1. **Does the IDP acknowledge municipal obligations in respect of crime prevention and community safety?**

   • Is there a reference to the Municipal Systems Act and other legislative obligations for local government regarding safety?
   • Does the municipality accept responsibility for establishing and maintaining the operation of a CSF?

2. **Policy alignment**

   • Does the IDP make reference to relevant policy frameworks e.g. the 2016 White Paper on Safety and Security, provincial crime prevention strategies, the Policy for CSFs, etc.?

3. **Does the situational analysis present a coherent description of the status of community safety?**

   • Are SAPS and other relevant data sources (such the Victims of Crime Survey) statistics presented and analysed?
   • Is the definition of community safety clear and comprehensive?
   • Are crime patterns and social forms of community insecurity disaggregated according to the main settlements and by ward?
   • Does the analysis include not just crime patterns but also the underlying causes of crime and community insecurity as well as the identification of crime 'hotspots'?

4. **Indications of community safety integration into sector plans**

The matrix below gives the extent to which safety should be reflected in Spatial Development Frameworks, Local Economic Development, Disaster Management, Institutional and Financial Plans.

Sector Plan	Community Safety Element (Minimum)
Spatial Development Framework (SDF)	Map the spatial character of crime and social insecurity and key programmatic/ project responses
Local Economic Development Plan (LED Plan)	Describe how crime and community insecurity impact the local economy and the strategies that address this
Disaster Management Plan	This is a separate and important aspect of community safety and has its own format and content
Institutional Plan	Should clearly indicate where the responsibility for community safety rests in the institution and any management HR changes required to give it more prominence
Financial Plan	Should reflect on a comparable basis the financial resources allocated to community safety and the linkage to prioritised KPAs
Other plans that are regulated by sector specific legislation and policies (WSDP, IWMP, EMP etc.)	All should include some consideration of community safety – especially the design and operation of basic service infrastructure

5. 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 (e.g. policing, crime prevention, traffic and road safety, law enforcement, fire services, disaster management, social violence, urban planning and housing, etc.)?

6. General integration

- Apart from the community safety issues already outlined in the sector plans, is there a strong sense of linkage or causal relations between the community safety issues outlined and core functions and priority services of the municipality?

7. Key safety structures and organisations

- Does the IDP make reference to CPFs, CSFs, sector policing, safety committees, etc.?
- How does it describe its functional links with these structures?

8. Public participation, community involvement and participatory research

- Has community safety been a topic within the IDP public participation process?
- Does the IDP outline a process for communities to be mobilised around community safety, crime and social violence prevention?
- Has there been any effort to involve communities in participatory research around community safety?

9. Institutional provision and resource allocation

- 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?
- Does it appear that adequate provision has been made for community safety in terms of staffing posts and necessary skills?
- Can a budget and financial allocation for community safety be identified within the IDP?
  - » Does the provision appear to be adequate?
  - » Is there a breakdown of budget allocation to community safety projects ?

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ANNEXURES

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ANNEXURE ONE
GUIDELINES FOR INCORPORATING COMMUNITY SAFETY PLANS INTO INTEGRATED DEVELOPMENT PLANS (IDPs)

Introduction

The purpose of these Guidelines is to offer practical guidance on incorporating community safety plans into municipal Integrated Development Plans (IDPs) to ensure that safety becomes an integral part of municipal planning for development. Although IDPs have been traditionally used to prepare for critical infrastructure, basic services and land use management, there is growing recognition that principles of safety need to be integrated into IDPs in order to create a safe and healthy environment, promote the social and economic development of communities, and improve the quality of life for all members of a community, specifically the poor and other marginalised groups of people.

Rationale for incorporating community safety plans into IDPs

In light of the connection between safety and development, and the fact that high levels of violence have interfered with South Africa's social and economic development, IDPs need to ensure that municipalities have the necessary resources and capacity to implement integrated approaches to safety. As the key strategic mechanism driving development in a municipality, IDPs are well placed to elevate the safety concerns of communities by incorporating principles of safety in all aspects of development (i.e. financial, institutional, spatial, local economic development, etc.), and by including an overarching plan for community safety as part of every IDP.

Quality criteria for incorporating community safety plans into IDPs

Before components of a safety plan can be integrated into an IDP, certain criteria must be met in order to ensure the safety plan aligns with promising practices in strengthening community safety, complies with applicable legislation, and fulfils the objectives of national and provincial safety policies.

- **Firstly**, the safety plan must reflect a sound understanding of the underlying drivers of crime and violence (risk factors), and include interventions that aim to strengthen the presence of protective factors in order to build resilience in communities.
- **Secondly**, the safety plan must extend responsibility for safety to all municipal and provincial departments, and suggest ways for integrating safety into their strategic plans and budgets.
- **Thirdly**, the safety plan must provide for the development of programmes and interventions to strengthen community safety in partnership with local people and organisations.

Minimum standards for sector-specific safety plans in IDPs

If a community safety plan conforms to the above-listed criteria, its contents are ready to be integrated into the IDP. The IDP must not only streamline elements of safety into the different sector plans, but also must include a sector plan specific to safety. The following are minimum standards for a sector-specific safety plan.

1. It provides a clear explanation of local government's responsibility for community safety in the developmental planning of municipalities through drafting of the IDP.
2. It acknowledges provincial government's responsibility to oversee the drafting and development of IDPs, to assist local government in the effective performance of its functions, and to facilitate mechanisms for intergovernmental relations.
3. It demonstrates the IDP's connection to, and alignment with, relevant safety policies (i.e. 2016 White Paper on Safety and Security, and provincial safety strategies).
4. It explains the link between community safety and the developmental priorities of the municipality, and demonstrates how the IDP aims to address these challenges through a series of different activities/ interventions.
5. It includes a situational analysis of the community, which identifies the major threats to safety/primary drivers of violence, and identifies those who are most at risk.
6. It locates key actors and structures for safety (i.e. CSFs, Neighbourhood Watches, etc.) and assesses the extent to which they are operational and functional, and offers recommendations for how to improve and/or strengthen their effectiveness and standing within the community.
7. It identifies the municipal and provincial functions dealing with community safety (i.e. municipal policing, traffic and road safety, etc.), the obligation to plan for violence prevention (i.e. service delivery, urban planning and housing, etc.), and areas where additional support from provincial government is required.
8. It indicates adequate resources and budgets for the implementation of community safety initiatives, which include those that are initiated by government and those that are initiated by organisations within the community.
9. It identifies by-laws relevant to safety (i.e. liquor laws and regulation of public space), assesses the extent to which they align with developmental approaches to community safety, and recommends ways to improve their objectives and implementation.
10. It reflects community participation in every phase of planning, including implementation of specific programmes and interventions aimed at addressing the risk factors to safety.

Requirements for safety elements in other sector plans of IDPs

In addition to the minimum standards for sector-specific safety plans listed above, each of the IDP's other sector plans must identify the following elements of safety:[1]

Sector plan	Community safety element (minimum)
Spatial Development Framework (SDF)	Maps the spatial character of violence and community insecurity and identifies key programmatic responses.
Local Economic Development Plan (LED Plan)	Describes how violence and community insecurity impact the local economy, and includes strategies for minimising the impact thereof.
Disaster Management Plan	Identifies how disasters have the potential to exacerbate social insecurity and, when not well managed, create conditions for crime and violence to flourish.
Institutional Plan	Indicates which institutions are responsible for community safety and whether there are any management and/or human/financial resources required to strengthen its prominence in the municipality.
Financial Plan	Reflects the financial resources allocated to interventions that promote community safety/address underlying risk factors, and includes financial support for facilitating community participation in such interventions.
Safety Plan	Explains the link between community safety and the developmental priorities of the municipality, and demonstrates how the IDP can be used to address these challenges through a series of different activities and/or interventions.

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1   Adapted from the study findings conducted by Mbumba Development Services, Community Safety Planning Capacity Development Resource Pack (January 2016).

ANNEXURE TWO
MINIMUM STANDARDS FOR
A COMMUNITY SAFETY PLAN[1]

Overview

Name of Municipality	
Title of Plan	
Period of Validity	
Status of the Plan	
Date Adopted by Council	

Profile of municipality

Location
- Province and district
  - » Geographical size/area (square kilometres, number of wards)
- Environment (i.e. urban/rural, etc.)

Demographics
- Population
  - » Total number of people
  - » Percentages according to race, age and gender
  - » Languages spoken
- Developmental context
  - » Quality of life – Percentage of people living in poverty, levels of unemployment and literacy, major sources of income, etc.
  - » Infrastructure – i.e. access to water/electricity, roads/transport, etc.
  - » Resources – schools, hospitals/health centres, police stations, etc.

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1 This template is intended to guide the development of a community safety plan for a municipality that has limited capacity and financial resources.

Safety challenges
- Levels of crime and violence
  - » Quantitative data
  - » Crime statistics for the past five years, broken down by category of crime (i.e. violence crime), and by station
  - » Statistics on crime and violence from unofficial sources, such as NGOs, Community Policing Forums (CPFs), Neighbourhood Watches, Street Committees, etc.
  - » Victims of Crime (VOCs) survey results for information on perceptions of crime and violence
- Qualitative data
  - » Information on crime and violence in the area (i.e. newspaper articles, CBO/NGO reports, etc.)
  - » Data collected during safety audit (i.e. interviews, focus group discussions, ward meetings, Imbizos, etc.)
- Major **risk factors** to safety at the community level
  - » Conditions that contribute to crime and violence in the municipality. For example, at a community level, risk factors could include:
    - › High levels of inequality and unemployment
    - › Lack of social cohesion amongst community members
    - › Limited access to health and educational services
    - › Excessive levels of drug and alcohol abuse
    - › Harmful norms around femininity and masculinity

Capacity and effectiveness of the municipality

Local government's mandate for creating a safe environment
- Legislative mandates
  - » Constitution, Chapter 7
  - » Local Government Municipal Systems Act
- Policy directives
  - » National Development Plan
  - » White Paper on Safety and Security
  - » Provincial Safety Strategy
  - » Community Safety Forum Policy
- Safety and Integrated Development Plans (IDPs)
  - » Demonstrates the link between safety and IDPs, and explains why developmental approaches are needed to address risk factors to safety

Responsibility for safety (*in the municipality*)
- Person(s) responsible:
  - » **Who** is responsible for safety? (i.e. job title/position)
  - » **What** is his/her role? (i.e. coordinating/planning/implementing/etc.)
  - » Is this role being performed effectively? (i.e. is there sufficient budget, capacity, and/or understanding of safety)
    - › If no, explain.
    - › If yes, explain.
  - » Who is responsible for conducting oversight of this role/responsibility?
- Community safety forum
  - » Is there a community safety forum (CSF)?
    - › If so, which departments are **active** members?

- If there is a CSF, is it operational/functional?
    - » If yes, what has it done in the municipality?
    - » If no, what needs to be done in order for it to be functional? (i.e. political support, buy-in from other departments, etc.)
- Does the CSF have enough capacity and support to function effectively?

Current efforts to improve safety (*by the municipality*)
- What is the municipality currently doing to improve safety?
    - » *Does it have plans, programmes, interventions, etc.?*
- Where are the municipality's actions being focused?
    - » *Do the actions target specific problems/issues, wards/neighbourhoods, populations/groups, etc.?*
- Why is the municipality taking this specific action?
    - » *Is there evidence to support the need for this intervention based on findings of the safety audit?*
- Has the municipality created a role for community members?
    - » *Are community members actively involved in efforts by the municipality to make communities safer? If so, what is their role?*
- Have the municipality's actions been effective in improving safety?
    - » *If so, what has worked? Why has it worked? Is it sustainable?*
    - » *If not, what hasn't worked? Why hasn't it worked? How can it be improved?*

Other structures and services for safety in the municipality

Structures for safety (outside local government):
- Police stations/Community policing forums (CPFs)
- Courts/Community advice offices
- Youth care centres/Child protection facilities
- Hospitals/Community healthcare clinics
- Neighbourhood Watches/Street committees/Private security
- Non-governmental organisations/Community-based organisations
- Faith-based organisations/Traditional leaders/Traditional healers, etc.

Types of services provided (outside local government):
- Protection services
    - » First responders (i.e. policing, ambulances, private security, etc.)
    - » Shelters and child protection services
- Psychosocial support services
    - » Positive parenting programmes
    - » Counselling and therapy
- Legal services
    - » Advice and support
- Education and skills training services
    - » Early childhood development
    - » Adult education and job skills training programmes
- Medical treatment and healthcare services
    - » Drug and alcohol abuse treatment centres
    - » Services for victims of violence

Quality of structures and services provided (outside local government):
- Are services **equally accessible** to everyone in the municipality?
  - » *Where are these structures located? What language are services provided in? Are provisions made for people with disabilities?*
- Are structures **operational and functional**?
  - » *Are there sufficient resources to ensure services are provided to people in the municipality at appropriate times?*
- Are the services provided by these structures **effective**?
  - » *Does the assistance make a positive impact on peoples' lives?*

Potential future interventions

Priority areas for intervention
- What are the three most significant **risk factors** to safety in the municipality or in specific targeted geographical areas of the municipality?
  - » *Remember that **risk factors** speak to the **conditions that give rise to violence**, not the violence itself.*
- Which groups of people are most vulnerable to these risk factors?
  - » *Who is most likely to be exposed to these risk factors?*
- What are three **protective factors** that can be used to improve safety in the municipality?
  - » *Remember that protective factors speak to **conditions that strengthen resilience in individuals and communities** (i.e. supporting families, etc.).*

Potential Interventions (by the municipality):
- What action(s) can the municipality take to strengthen the presence of **protective factors** in the municipality?
  - » ***Hint:** Refer back to the mandate of local government to coordinate service delivery in way that **promotes developmental responses to safety**.*
- What resources are needed to ensure interventions are implemented effectively?
  - » *What skills are required? How long will it take? What will it cost?*
- Is there local buy-in and people to partner with from the community?
  - » *Does the community support the intervention and is it willing to help?*

These standards can also be interpreted in the form of a template, as follows:

TEMPLATE FOR AN IDEAL COMMUNITY SAFETY PLAN[1]

Overview

Name of Municipality	
Title of Plan	
Period of Validity (5 years)	
Status of the Plan	Draft safety plan
	Safety plan in review
	Annexure to IDP
	Other (specify)
Date of Adoption	

Introduction

- Summarises the goals and objectives of the community safety plan, which should be localised to address the specific safety concerns in the municipality.
- Advocates an approach to safety that not only aims to respond to violence, but to prevent crime and violence, and thus involves a series of interventions at the individual, relationship, community and societal levels.
- Provides an overview of the roles and responsibilities of municipal and provincial officials.
- Identifies the major risk factors to safety and priority areas for intervention, including major activities and responsible role-players.
- Refers to an implementation plan, M&E framework, as well as measures to integrate the safety plan into the most current Integrated Development Plan (IDP).

Responsibility of local government to build safer communities

- Acknowledges the mandate of local government to build safe and healthy communities, referring specifically to the National Development Plan (NDP), the 2016 White Paper on Safety and Security (WPSS), relevant provincial safety strategies, as well as the Local Government Municipal Systems Act (LGMSA).
- Demonstrates an understanding of the relationship between safety and development, and recognises how violence interferes with the sustainable development of communities, referring to the National Development Plan and Sustainable Development Goals.

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1 Adapted from the original template created by Mbumba Development Services, Community Safety Planning Capacity Development Resource Pack (January 2016).

- Mentions the unique position of local government to identify the threats to safety in communities, and the need to manage the development of communities in a manner that contributes to realisation of rights provided for in Chapter 2 of the Constitution.
- Describes the responsibility of the municipality with respect to community safety, specifically to plan for the development of communities, to facilitate community participation in safety planning activities, to integrate principles of safety into individual sector plans of IDPs, and coordinate input from other sectors.
- Identifies relevant role players in strengthening community safety, including the responsibility of provincial government to support local government in the effective performance of its functions, as well as other relevant sector departments (i.e. social development, education, health, police, correctional services, traditional leaders, etc.).
- Makes specific reference to the Integrated Development Plan (IDP) and how it can be used to strengthen safety within the community.

Situational analysis

- Provides a profile of the municipality, which includes the following:

  » **Location:**
    › Province and district
    › Geographical size/area (square kilometres, number of wards)
    › Environment (i.e. urban/rural, etc.)

  » **Demographics:**
    › Population (number of people; percentages according to race, age, and gender; and languages spoken)
    › Developmental context
        – Quality of life: Percentage of people living in poverty, levels of unemployment and literacy, major sources of income, etc.
        – Infrastructure: access to water/electricity, roads/transport, etc.
        – Resources: schools, hospitals/health centres, police stations, etc.

- Summarises main findings of the safety audit, which should include the following:
  » An analysis of crime and violence using the most crime statistics for the municipality, supplemented by other sources of local data – by station area, by category of crime (prioritising violent crime) – as compared to other municipalities of similar size/socio-economic conditions.
    › The analyses should include data on the nature, extent, distribution (i.e. using spatial mapping to identify hotspots) and the impact of these incidents on peoples' feelings and experiences of safety.
  » Findings from primary and secondary sources of data (i.e. research studies/reports etc.) on priority concerns for safety, such as community perceptions (via ward committees, CPFs or results of VOC surveys, etc.), patterns of risk and those who are likely to be most vulnerable, as well as the protective factors that are absent and/or need to be strengthened.
  » Analysis of safety issues that are relevant to specific sector departments, e.g. urban design challenges for the Housing Department, programmes relevant to Social Development.
    › Special consideration may be given to the conventional public safety functions like traffic, fire services, emergency services, disaster-risk management, etc.
  » List of all current violence prevention programmes and interventions within the municipality (i.e. initiatives by the municipality, civil society, NGOs, FBOs, other government sector departments), identifying the strengths and weaknesses of such programmes and planning to scale where possible, as well as assess the effectiveness of past interventions for safety, and potential partners for future programmes and interventions.

Vision and objectives

- Clearly articulates the vision of the Community Safety Plan, which should align with the vision of the NDP, the White Paper on Safety and Security, relevant provincial safety strategy, as well as the district safety strategy and most current IDP for the municipality.
- Objectives should be clear and evidence-based, and respond to issues raised in the situational analysis, using integrated and developmental approaches to reduce risk factors and strengthen protective factors at the individual, relationship, community and society levels.
- Objectives should be grounded in a solid understanding of promising practices in violence prevention, and emphasise the importance of intervening at the primary, secondary and tertiary levels, and using a combination of different types of prevention strategies (i.e. situational prevention, social crime prevention, and institutional prevention).
- Objectives should be specific and measurable (meaning that data can be used to determine whether objectives were achieved), relevant to addressing the specific risks to safety in the municipality, and realistic to either accomplish, or make significant progress towards, during the period of validity of the safety plan (five years).

Methodology and approach

- Clearly articulates the methodology for implementing the community safety plan, which should be inclusive and participatory, and respond to the needs of the community (as identified by the people and verified in the data), in accordance with promising practices for crime and violence prevention.
- Promotes a 'developmental approach to safety', meaning that it uses a combination of different programmes and interventions to reduce underlying risk factors and to strengthen protective factors at the individual, relationship, community and societal levels in line with the ecological model in a holistic and integrated manner.
- Refers to the 'whole of government' approach espoused in the NDP and White Paper, in order to address the broader social and economic drivers of crime and violence, but also recognises that the success of these interventions depends upon the extent to which they are locally owned and committed to by communities.
- Explains how the methodology and approach complies with relevant policies and legislation, namely the NDP, WPSS and LGMSA, as well as provincial safety strategies.
- Provides an overview of the M&E framework (included as an annexure), which will be participatory and include different types of indicators (i.e. structural, procedural, and outcome) to measure compliance and progress towards the objectives of the safety plan.
- Demonstrates how components of the M&E have been integrated into all phases of the safety planning process to ensure there is adequate resources (financial and human) to evaluate the safety plan throughout its stages of implementation, as well as its individual activities and programmes.
- Refers to the existence of a comprehensive implementation plan, which outlines the roles and responsibilities of personnel within the municipality who will be responsible for overseeing implementation of the Community Safety Plan, describes specific activities to be implemented in partnerships with community members and other relevant departments, and includes budgets and timeframes, as well as targets for each activity.

Activity plan

- Provides a clear set of activities that: (1) align to the vision and objectives of the safety plan; (2) resonate with promising practices in crime and violence prevention; and (3) promote developmental approaches to safety.
- Activities are aimed at strengthening the presence of protective factors in the municipality, which are directed at the primary, secondary and tertiary levels of intervention, and involve a combination of situational, social and institutional crime and violence prevention.

- Identifies existing programmes and interventions that have been effective in promoting safety, and matches the activities of the municipality to complement and/or support these initiatives in order to expand their scope and strengthen their impact.
- Involves a specific set of activities aimed at strengthening the resilience of persons most susceptible to violence (i.e. marginalised groups), either as victims or as offenders, recognising the unique set of needs for different groups of people.
- Each activity is supported by adequate budget and resources (human and financial) which have been costed and sourced, and is accompanied by timelines for delivery of certain benchmarks and/or targets.
- Each activity identifies who is responsible within the municipality for overseeing its implementation, and a contingency plan in the event that role players are unable to deliver in accordance with agreed timeframes.
- Each activity identifies a partner(s) that has the requisite knowledge, skills and connection to the community to assist the municipality in achieving its goals and objectives, and to provide feedback to the municipality if activities and/or approaches need to be changed.

Institutional provision and resource allocation for community safety

- Provides an overall budget for safety, which not only includes financial support for activities initiated by the municipality, but also leverages resources to provide additional support to other community-driven interventions.
- Clearly explains how resources from other areas of municipal planning can be used to enhance safety in the municipality (i.e. Department of Housing, Department of Water and Sanitation, Department of Education, etc.).
- Allocates a specific person and/or position within the municipality who is responsible for overseeing community safety, and provides an explanation for why this person/position is best suited for the role, including requisite skills and competencies.
- Describes the administrative provision for community safety (i.e. departmental arrangements, number of posts, managers and leadership, as well as lines of authority), which requires all personnel to proactively engage with members of the community on issues of safety, regardless of position.
- Provides oversight arrangements within the municipality for community safety, including political buy-in from the municipal council and/or mayor's office, district managers, IDP managers, etc.
- Includes adequate provision to support ongoing staff development in community safety and violence prevention to ensure that safety planning is mainstreamed throughout the municipality, which should be done in collaboration with districts and local municipalities.
- Articulates the roles and responsibility of provincial government to assist local government in building safer communities, and identifies specific actions that aim to increase collaboration and coordination with provincial officials.

Assessment of the functionality and utility of structures for coordinating safety within the municipality

- Assesses the functionality and utility of community safety forums (CSFs), and identifies specific actions that will be taken address any weaknesses in their effectiveness.
- Evaluates the membership of persons and/or departments in the CSFs, and includes recommendations for strengthening the level of representation to be more reflective of a holistic and integrated approach to safety.
- Addresses the relationship between CSFs, ward committees, street committees, Neighbourhood Watches, community policing forums (CPFs), and includes recommendations for how to strengthen collaboration in matters relating to safety.
- Lists other community-based structures that can be used and/or supported by the district and local municipality as a forum for engaging in matters related to safety with members of the community, specifically for the purposes of strengthening meaningful participation.

Community integration and participation

- Assesses the quality of community participation in structures and mechanisms for engaging with the municipality, including the CSFs and CPFs, and includes recommendations for strengthening their integration and input.
- Identifies partnerships within the community that were involved in the development of the safety plan, and includes the specific activities they will take part in implementing and in conducting monitoring and evaluation (M&E).
- Refers to specific expertise that exists within communities that is relevant to community safety, and includes specific actions that will be taken to involve such persons in activities and safety planning processes.
- Demonstrates specific measures that will be taken to strengthen the integration of community members in promoting safety and in the involvement of safety planning activities (i.e. audits, plans, implementation, M&E, etc.).
- Describes additional measures that will be used to involve the community in safety initiatives (outside safety planning processes), e.g. ward-based research, neighbourhood safety initiatives, partnerships with CSOs, youth, etc.

By-laws relating to community safety

- Lists all relevant by-laws in the municipality and explains their purpose and impact in relation to community safety, (e.g. liquor by-laws, by-laws relating to the maintenance of property/open spaces, and other public safety by-laws), and assesses the extent to which they are effective in strengthening safety in the municipality (i.e. context-appropriate).
- Assesses whether appropriate/relevant by-laws are being properly enforced and, if not, what changes need to be made in order to make them more effective.
- Evaluates whether current by-laws take a developmental and rights-based approach to safety, or whether they impose undue harm on people from poor and other marginalised backgrounds, and make recommendations, if necessary.

Connection to the IDP

- Acknowledges the relationship between safety and development, and recognises how violence and threats to safety interfere with the development of the municipality.
- Makes reference to the most current IDP, and explains how it can be used to address safety challenges using a series of different activities/interventions.
- Demonstrates how the safety plan streamlines safety to all municipal and provincial officials, and suggests ways to integrate principles of safety into other sector departments' strategic plans and budgets.
- Identifies the relevant safety elements for each of the IDP's other specific sector plans, including: its Spatial Development Framework, Local Economic Development Plan, Disaster Management Plan, Institutional Plan, and Financial Plan.
- Acknowledges provincial government's responsibility to oversee the drafting and development of IDPs, to assist local government in the effective performance of its functions, and to facilitate mechanisms for intergovernmental relations.

Annexures

- Community safety audit
- Proposed budget with a breakdown of each activity and timeline for deliverables
- Implementation plan, which includes roles and responsibilities of relevant partners and sector departments
- M&E framework with proposed indicators
- Database of relevant stakeholders and current community safety initatives

ANNEXURE THREE
MONITORING AND EVALUATION TEMPLATE FOR COMMUNITY SAFETY PLANS

Introduction

Monitoring and evaluation (M&E) provides a reliable way for measuring progress towards the goals and objectives of a community safety plan (CSP). In this regard, the information and data gathered during M&E processes can be used to make informed decisions about whether certain activities or programmes need to be changed, added or modified, and whether budgets and resources have been used effectively and efficiently.

Accordingly, a successful M&E is dependent upon:

- The CSP having clear goals and objectives; and
- The CSP having an activity plan that provides clear targets and timelines, which will provide the framework for developing a set of indicators to assess whether progress has been made and whether outcomes have been achieved.

The results of M&E will not only determine whether the goal and objectives of the CSP have been achieved, but will also inform implementation of the CSP going forward. Therefore, the evaluation process will be able to: (1) identify which activities were successful and the reasons thereof; (2) isolate the factors and/or conditions that posed challenges to the effective implementation and/or success of certain activities and/or initiatives; and (3) demonstrate a clear understanding of whether the interventions should be continued and, if so, a mechanism for replicating similar programmes in other contexts and/or communities.

Monitoring and evaluation (M&E) as a process

Monitoring and evaluation is a process for determining whether the goals and objectives of a CSP have been achieved by measuring progress against a specific set of indicators. **Indicators** refer to a set of variables (i.e. elements or factors that are likely to change) which can be used to measure the impact of a particular activity or intervention, or progress towards a particular goal or objective. Variables may be qualitative (i.e. providing subjective descriptions of changes) or quantitative (i.e. providing statistical descriptions of changes) in nature.

In addition to assessing whether the goals and objectives of a CSP have been achieved, M&E can also be used to determine the impact of a particular activity or intervention, or the amount of progress that has been made towards achieving their intended outputs and/or outcomes.

In this regard, M&E is also useful for:

- Supporting the implementation of activities or interventions on a continual basis by tracking progress against specific indicators and taking corrective measures when necessary to address any weaknesses and/or problems in their operationalisation;
- Generating evidence to support the need for additional budget and resources, and to advocate for the adoption or revision of current activities and/or interventions; and
- Documenting learnings for ongoing value and for informing the planning of future activities and/or interventions.

Monitoring vs evaluation: What is the difference?

Although the terms 'monitoring' and 'evaluation' are often used interchangeably, each refers to a distinct phase in the M&E process, and consequently need to be understood as two separate steps.

- **Monitoring** is the process of tracking progress of a particular activity or intervention while it is being implemented or is operational, to allow for weaknesses to be identified and corrective action to be taken.

  » **Monitoring** is therefore concerned with:
    › Tracking progress against benchmarks;
    › Observing changes and/or modifications during the course of the activity;
    › Identifying challenges and/or obstacles in the implementing of activities and/or interventions; and
    › Providing regular assessments and ongoing feedback to implementers to allow for any changes/adjustments.

- **Evaluation**, on the other hand, is a process that focuses on understanding whether an activity has achieved its intended objectives, which is usually presented in the form of a report at the end of the activity which assesses information collected during monitoring.

  » **Evaluation** is therefore concerned with:
    › **Reviewing** data collected from monitoring processes to identify the strengths and weaknesses in an activity/plan, and to develop ways to strengthen its implementation;
    › **Generating** evidence about whether the activity/plan has generated or contributed to the results (intended or unintended) of the observed and verifiable change, and whether it has achieved its intended impact;
    › **Reflecting** on the safety plan's goals and objectives to determine whether they were sound, and if so, whether they could evolve to improve or sustain results to allow for certain activities to be replicated elsewhere; and
    › **Assessing** the extent to which the safety plan is delivering its outputs and achieving its outcomes.

Although M&E are two distinct phases in the M&E process; they are cyclical in the sense that they repeat in sequence, and that they rely on, and speak to, one another. Information gathered by monitoring processes is necessary for conducting an evidence-based evaluation, and the findings of evaluations identify the critical areas to monitor, which require good record-keeping and data-collection practices. In this regard, both monitoring and evaluation contribute to shared learning, joint decision-making, and co-ownership of the implementation of safety plans.

Who does M&E?

Although municipal and provincial government officials are primarily responsible for M&E, community members should play an active and participatory role in all M&E activities. As the primary beneficiaries of all safety planning activities, communities should be a central source of information for determining whether the safety plans were successful in strengthening community safety.

Participatory M&E (PME) is an approach that moves away from data-driven evaluations towards citizen-driven processes for gathering, analysing and using information. Although data is critical for measuring whether certain activities and interventions have contributed to a reduction in violence, experiences and perspectives of people living in municipalities are equally important and necessary for identifying the strengths and weaknesses of CSPs, and for making suggestions on how to improve activities and interventions going forward.

When it comes to identifying who is responsible for conducting which phase of the M&E process, however, it is important to assign such functions to the most appropriate persons within the municipality.

- **Monitoring** – implementing partners are well-suited to collect data and information during the monitoring phase because they need to assess whether activities are progressing in accordance with the agreed upon time-frames and whether any issues need to be resolved to ensure outcomes are realised.

    » Specifically, implementing partners will need to:
      › Collect documents as indicated (those relating directly to the activity outputs), which may include attendance registers, meeting minutes, presentations, etc.);
      › Collate the data that is collected (integrate observation sheets, analyse participant interviews or focus group workshops, etc.);
      › Collect other supporting evidence (secondary research reports, newspaper articles, annual reports from CBOs, crime stats, victims surveys, etc.); and
      › Compile a report against planned outputs based on the information collected from the various sources of data as a basis for indicating whether the process outcomes are on track against the outputs agreed to in the CSP.

The quarterly report-back meetings of municipalities on the status of the implementation of the Integrated Development Plan (IDP) can serve as an ideal monitoring tool of the safety strategy. Other mechanisms to monitor can be undertaken by the other oversight bodies on a bi-annual basis.

- **Evaluation** – typically a team within the municipality is responsible for conducting an evaluation of the activities, or for overseeing the implementation of the CSP. It is important to work in a participatory manner with implementing partners and community members to ensure that evaluations are credible, thorough and independent.

    » Specifically, persons responsible for overseeing evaluation will need to:
      › Review reports from the implementing partners against the CSP and indicate if there are any concerns; if there are concerns, they will need to be addressed with the implementing partners so that an agreed upon action and resolution can be taken; and
      › Map the existing activity outputs against outcomes to establish if there are any gaps that may negatively impact on achieving the objectives of the CSP. If there are gaps and/or weaknesses, it may be necessary to implement another activity to ensure the objectives of the CSP are achieved.

Components of an effective M&E framework

Community Safety Plan monitoring and evaluation framework template
SPECIFIC OBJECTIVE Project objectives succinctly describe the intended positive effects of a project/programme on the target group

Intended outcomes	Key activities	Outputs
Outcomes are the envisioned short- and medium-term *changes* that the CSP wants to bring about in the municipality. These outcomes typically refer to the particular changes in the attitudes, skills, behaviours, status, knowledge, intentions or level of functioning of the target group that result from their participation in the CSP activities.	Activities are actions which have to be taken in order to achieve the objectives of the CSP. Activities refer to the specific processes, tools, events, technology and actions that the service providing agencies undertake with the resources available. Since certain activities relating to processes and technology can be broken down into several smaller tasks, it is recommended that only the major activities be listed in the M&E framework. These major activities can then be broken down into more specific steps when formulating annual business and action plans on the basis of the IDP.	Outputs refer to the first level of results related to the CSP. Specifically, outputs are the direct products, deliverables and services of the CSP activities. In relation to the IDP process, outputs are those services which are provided to the municipal residents by the municipality, other government agencies, corporate and other service providers.

INPUTS: Refers to the resources (i.e. human, financial, organisational, technological, material and community) a programme has available to implement the CSP.
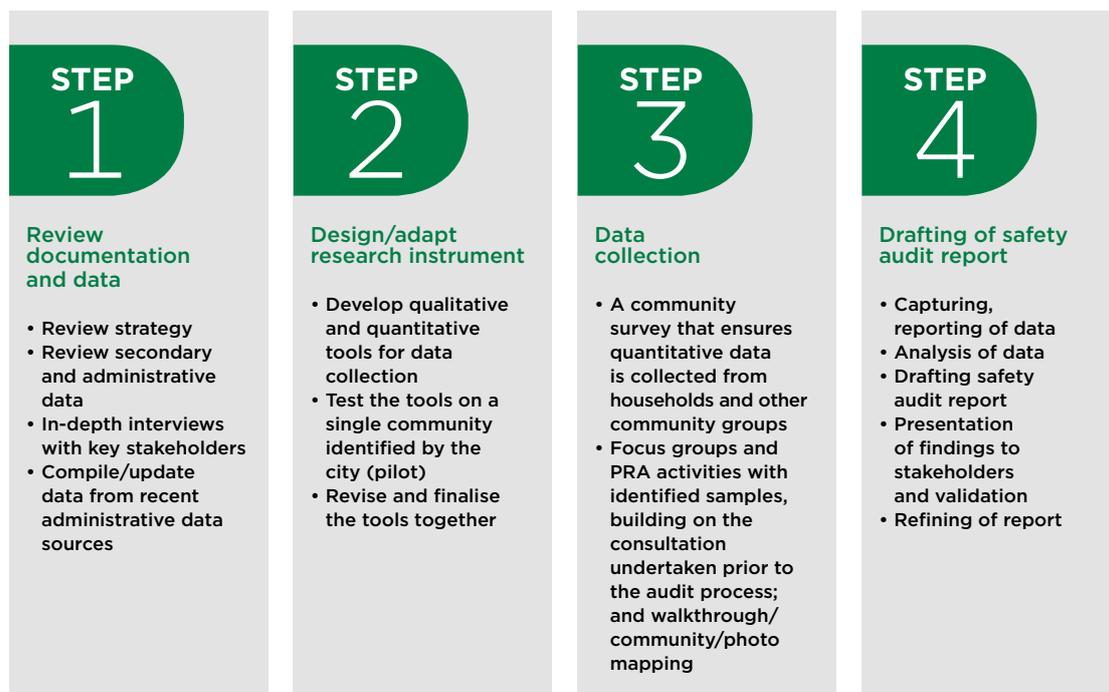
Indicators	Impact	Means of verification	Responsible agencies
Indicators refer to variables that provide a reliable means of measuring the effects brought about by an intervention. These variables can be either qualitative (i.e. providing subjective descriptions of changes) or quantitative in nature (i.e. providing numerical descriptions of changes). Indicators are tools that demonstrate both progress towards the attainment of the CSP's objectives, as well as early signs that things may not be operating or progressing as planned – allowing for remedial action to be taken. Indicators may be used at different points along the results chain including: • *Input indicators*: measure the quantities of resources (i.e. physical, human or fiscal) used for the implementation of the CSP. • *Process/activity indicators*: measure the extent to which the intended activities have been achieved as set out in the CSP. • *Output indicators*: measure the direct results – i.e. products, services and deliverables – related to the CSP activities. • *Outcome indicators*: measure the short- and medium-term changes effected by the CSP. • *Impact indicators*: measure the longer-term changes effected in the wider municipality to which the CSP has contributed. For indicators to be meaningful, it requires a *baseline* (a measure of the situation in the municipality before the CSP is implemented), target (the situation in the municipality that is expected after the CSP has been implemented) and related *timeframes*. Common examples of outcome indicators for safety plans include the percentage of community members who feel safe walking alone in their area during the day and at night; perceptions of changes in violent crime levels in the municipality; serious, contact and property crime rate; crime rate change over time for indvidual crime types; percentage of community members who are satisfied with the police in the municipality; number of road accidents and fatalities, etc.	Impact refers to the intended and unintended positive and negative outcomes that are produced by the CSP on a more long-term basis.	The means of verification provides an indication of where and how the municipality will obtain information to populate the indicators for the CSP. Data sources for indicators include, among others, public records; administrative and official records and statistics; statistical surveys; expert panels; focus groups and key informant interviews.	For each activity outlined in the CSP, a responsible agency/ies have to be identified.

ANNEXURE FIVE
TEMPLATE FOR DESIGNING A COMMUNITY SAFETY AUDIT

A comprehensive understanding of community safety and crime and violence prevention is necessary for developing appropriate responses to safety concerns in a municipality. For this reason, safety audits play a crucial role in the safety planning process by providing evidence upon which a community safety plan is based and by guiding stakeholders responsible for safety on effective ways in building safer communities.

Overview of the safety audit process

STEP 1

Review documentation and data

- Review strategy
- Review secondary and administrative data
- In-depth interviews with key stakeholders
- Compile/update data from recent administrative data sources

STEP 2

Design/adapt research instrument

- Develop qualitative and quantitative tools for data collection
- Test the tools on a single community identified by the city (pilot)
- Revise and finalise the tools together

STEP 3

Data collection

- A community survey that ensures quantitative data is collected from households and other community groups
- Focus groups and PRA activities with identified samples, building on the consultation undertaken prior to the audit process; and walkthrough/ community/photo mapping

STEP 4

Drafting of safety audit report

- Capturing, reporting of data
- Analysis of data
- Drafting safety audit report
- Presentation of findings to stakeholders and validation
- Refining of report

Purpose of the safety audit

The purpose of a safety audit is to:

- Describe the municipal context by providing an overview of its demographic, economic and social characteristics, and considering it within the broader provincial and national contexts.
- Analyse levels of safety and violence-related challenges within the municipality. This should include information on the nature, extent, and distribution of violence within the municipality, as well as the impact of safety-related challenges on individuals within the community.

- Identify the characteristics of persons who are most susceptible for becoming either victims or perpetrators of violence, including their gender, age, ethnicity and socio-economic patterns.
- Draw attention to the interconnecting risk factors that are likely to influence the occurrence of crime and violence within the municipality, as well as protective factors that are likely to strengthen resilience of communities.
- Highlight the existing legislative and institutional environment to identify opportunities for developing preventive action.
- Recognise strengths and potential opportunities that exist within the municipality, including its social capital, civil society and current projects, that should form the foundation for a Community Safety Plan.

Managing the safety audit

Safety audits should be managed in a manner that is:

- Cost-effective and timely, and will benefit greatly from careful preparation, effective oversight and rigorous implementation.
- Based on effective communication with all relevant stakeholders, including members of the community, to ensure that data is collected from a wide variety of sources across the municipality throughout various stages of the safety planning process.
- Grounded in effective oversight, with one person having the managerial responsibility to oversee the audit process along with a small team of people with the requisite skills and expertise.

The executive committee or executive mayor of the municipality, municipal councillors, police chiefs and city managers should be actively involved in the safety audit process because they are well-positioned to mobilise the necessary services and resources, key institutions and departments, as well as participation by community members through action-oriented partnerships.

Secondary data collection: Detailed review of existing literature and data

The **first phase** of the safety audit process usually involves:

- Desktop research to develop an overall picture of the municipal context (i.e. environment and demography), the nature and extent of crime and violence (i.e. impact and economic costs of violence, perceptions of safety, vulnerability, police and other support services), people who are most susceptible to violence (both victims and perpetrators), risk factors contributing to crime and violence, and current responses to the broad range of safety-related issues in the municipality (i.e. existing projects and programmes, capacities and resources).

- Secondary data to develop a more contextualised profile of the municipality and its safety-related challenges, which may include data from the police, Neighborhood Watches, community policing forums, community safety forums, the local municipality, provincial and local government departments, criminal justice agencies, universities and other research institutions, Statistics South Africa, civil society organisations, businesses, and private security companies, amongst others.

  » Secondary data is useful. However, it is important to keep in mind that this information will not necessarily match the precise needs of the safety audit. Accordingly, it is important to put data into context to ensure the experiences of particular groups, such as women, children and youth are reflected in the safety audit process.

Primary data collection: household surveys, focus group discussions and in-depth interviews

The second phase of the safety audit process usually involves:

- Primary data collection in order to obtain information that is not readily available by other sources in the municipality.

  » The starting point here would be to develop a research plan detailing how information gaps would be filled and how any important issues emerging from the desktop review would be explored. The overall aim would be to obtain a deeper understanding of the safety-related challenges in the municipality.
  » This phase will involve the engagement of relevant stakeholders using a combination of quantitative and qualitative methods for collecting data. These stakeholders should be drawn from the law enforcement, situational and social crime prevention sectors, and should include, but not be limited to:

    › South African Police Service (SAPS);
    › Departments of Justice and Correctional Services;
    › Department of Community Safety;
    › Department of Social Development;
    › Department of Human Settlements;
    › Department of Education;
    › Department of Health;
    › Provincial and local government;
    › town planners and urban designers;
    › architects and engineers;
    › private companies and small business owners;
    › social workers, psychologists and therapists;
    › teachers and principals;
    › doctors, nurses and community health-workers;
    › community workers;
    › religious and traditional leaders; and
    › other non-governmental organisations.

- Surveys are useful tools for collective primary quantitative information about the municipality's safety-related challenges that can be customised to unpack the perspectives of specific interest groups, geographic areas, or issues within the municipality that require further understanding and exploration.

- Household surveys are useful in providing a wide range of information from people, including:

  » Feelings of safety at various times throughout the day;
  » Direct experiences of crime and violence;
  » Perceptions of the police and criminal justice system and confidence in the service being provided; and
  » Perspectives on the most significant threats to safety in the municipality, etc.

- The household survey can be designed to collect information from all wards within the municipality using a stratified random sampling technique.

  » This sampling technique involves dividing the sampling frame into subgroups or strata; in the audit, the strata would be the different wards comprising the municipality.

» A random sample of households should then be selected from each stratum – with the number of households in each stratum being proportional to the actual size of the ward in relation to the broader municipality.

» The sample can be stratified even further, for example by gender, to allow for adequate representation of male and female experiences and perceptions of safety in the municipality.

» The actual size of the household sample will be determined by taking into consideration several factors including the size of the municipality and the desired level of confidence required for the sample – usually 95% – to ensure that the sample has the power to adequately represent the experiences and perceptions of households in the broader municipality.

» It is recommended that an additional 10% of households will be added to the final sample size decided upon to allow for any refusals or other non-responses.

» It is only necessary to conduct one interview per household.

• Data from household surveys should be supplemented by focus group discussions and/or in-depth interviews (or other qualitative data collection methods) with stakeholders and key informants to provide a more comprehensive understanding of the safety situation in the municipality. Such qualitative data collection will provide more detailed information on the perceptions, experiences and concerns of the community which can be used to inform the development of the community safety plan.

It is **important to remember** that all data sources have limitations; accordingly, be sure to pull information from a wide variety of sources that:

• add value to the understanding of the municipal context, its safety-related problems, as well as its existing responses to these challenges;
• are accurate and up-to-date;
• fill significant gaps in understanding; and
• are relevant to the development of the community safety plan.

Setting priorities and identifying opportunities for intervention

The **third phase** of the safety audit process usually involves:

• Identifying priority concerns and opportunities for intervention in the early conceptualisation of the community safety plan, by addressing the following questions:

» *Which wards in the municipality have the highest levels of violence?*
» *Which types of violent crime are most common, and where do they occur?*
» *Are certain types of violence on the increase while others are on the decrease?*
» *Which types violence are people most concerned about or most fearful of?*
» *Which types of violence may be the easiest to prevent, and why?*
» *Is the municipality equipped to respond to certain types of violence over others?*

• Community participation is crucial in this stage, as it provides people with the opportunity to participate in the selection of priority areas for intervention and the best approaches to for address the safety-related challenges in their municipality.

• A common technique for involving community members is to convene a workshop to get information on which interventions people think have been the most effective in reducing violence, and to highlight interventions that may be most suitable for addressing the safety-related challenges in the municipality.

» These engagements are useful for identifying potential partners for implementing the community safety plan rather than duplicating existing efforts and interventions.

- When identifying priority areas for interventions, the following categories should be considered:

  » Social development:
  › Positive parenting programmes, early childhood development, sports and recreational programmes, life-skills courses, etc.
  » Community action:
  › Neighbourhood Watches, community policing forums, citizen patrols, etc.
  » Policing strategies:
  › Visible policing, sector policing, and offender-oriented policing etc.
  » Urban design:
  › Improved lighting, maintenance of public spaces, reclaiming of abandoned buildings etc.
  » Administrative strategies:
  › Zoning regulations, traffic control, by-law enforcements, and security ordinances etc.

Drafting the safety audit report, making recommendations, and validating findings with community members

The **final phase** of the safety audit process typically involves:

- Drafting the report, which requires an analysis of all relevant data sets collected during the safety audit process (qualitative and quantitative) and identifying the audit's major findings regarding levels of safety in the municipality.

  » Findings should be framed in terms of risk factors and protective factors and identifying which groups of people are most susceptible to violence (both as victims and as perpetrators).
  » Findings should also assess the strengths and weaknesses of existing interventions as well as limitations of current approaches in violence prevention within the community.

- Making recommendations, which involves suggesting potential interventions to address major concerns in the community that align with a developmental approach to safety.

- Validating audit findings and recommendations with community members, to ensure that the report reflects people's perceptions and experiences of safety, and to ensure that people agree with, and buy into, the report's recommendations for potential interventions by the municipality.

- Once the report's findings and recommendations have been validated by community members and other relevant stakeholders, it should be made publicly available and shared with as many people as possible, include local NGOs and community-based organisations, as well as local politicians and the private sector.

Developing Community Safety Plans: A Guidebook for Provincial and Municipal Officials provides a quick and easy-to-use guide for developing community safety plans. Although much has been written on the topic of community safety, this Guidebook aims to offer a step-by-step process for developing community safety plans, as well as a concise breakdown of promising practices for municipal and provincial officials to refer to when developing interventions and implementing community safety activities. It is supported by an accessible format, references to other tools and resources on community safety. **The tools and approaches have been tested in coordination with, and with the support of, the Department of Community Safety in Gauteng, the Department of Safety and Liaison in the Eastern Cape, the Civilian Secretariat for Police Service (CSPS), and the South African Local Government Association (SALGA).**