**urban safety
reference group**

The State of
Urban Safety
in South Africa
R E P O R T

2021

"A South Africa free of gender-based violence directed at women, children and LGBTQIA+ persons... through transformative approaches that take account of inequality and the gender differences that drive GVBF" – **The National Strategic Plan on Gender-Based Violence and Femicide, 2020**

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Acronyms

BCM	Buffalo City Metropolitan Municipality
BCMDA	Buffalo City Municipality Development Agency
BEITT	Built Environment Integration Task Team
BEPP	Built Environment Performance Plan
CBD	Central Business District
CBO	Community-based Organisation
CCTV	Close Circuit Television Cameras
CID	City Improvement District
COGTA	Cooperative Governance and Traditional Affairs
COSUP	Community Oriented Substance Use Programme
CPF	Community Policing Forum
CPT	City of Cape Town
CPTED	Crime Prevention through Environmental Design
CSF	Community Safety Forum
CSPS	Civilian Secretariat for Police Services
CWP	Community Work Programme
DDM	District Development Model
DHS	Department of Human Settlements
DWYPD	Department of Women, Youth and Persons with Disabilities
ECD	Early Childhood Development
EKU	City of Ekurhuleni
EMM	eThekwini Metropolitan Municipality
EPWP	Expanded Public Works Programme
ETH	eThekwini Metropolitan Municipality
GBH	Grievous Bodily Harm
GBVF	Gender-based Violence and Femicide
GIZ	Deutsche Gesellschaft fur Internationale Zusammenarbeit
HDI	Human Development Index
ICM	Intermediate City Municipality
IDP	Integrated Development Plan
IGR	Intergovernmental Relations
IUDF	Integrated Urban Development Framework
JCPZ	Johannesburg City Parks and Zoo

Acronyms (continued)

JCSP	Johannesburg City Safety Programme
JCSS	Johannesburg City Safety Strategy
JDA	Johannesburg Development Agency
JHB	City of Johannesburg
KPI	Key Performance Indicator
MAN	Mangaung Metropolitan Municipality
MSU	Msunduzi Local Municipality
MYPE	Mid-Year Population Estimates
NDP	National Development Plan
NDPP	Neighbourhood Development Partnership Programme
NMB	Nelson Mandela Bay Metropolitan Municipality
NSP on GBVF	National Strategic Plan on Gender-based Violence and Femicide
NUA	New Urban Agenda
SACN	South African Cities Network
SALGA	South African Local Government Association
SAPS	South African Police Service
SASSA	South African Social Security Agency
SCODA	SA Cities Open Data Almanac
SDG	Sustainable Development Goals
SPRINT	Safer Places: Resilient Institutions and Neighbourhoods Together
SPUU	Safety Promotion through Urban Upgrading
SRA	Special Ratings Areas
SSCF	Stepping Stones and Creating Futures
Stats SA	Statistics South Africa
TSH	City of Tshwane
UCLG	United Cities and Local Governments
UCT	University of Cape Town
UNS	Urban Networks Strategy
USRG	Urban Safety Reference Group
VCP	Inclusive Violence and Crime Prevention Programme
VoCS	Victims of Crime Survey
VPUU	Violence Prevention and Urban Upgrade
WUF	World Urban Forum

Foreword

It is our great pleasure to present the fourth edition of the *State of Urban Safety in South Africa Report*, which is produced by members of the SA Cities Urban Safety Reference Group (USRG), hosted by the South African Cities Network (SACN), with the support of the GIZ-Inclusive Violence and Crime Prevention Programme. In existence since 2014, the USRG is a platform for structured, collaborative learning, exchange and advocacy on issues of urban safety among city practitioners and national government stakeholders.

The USRG is the only institutionalised forum in South Africa that enables evidence-based learning on urban safety and violence prevention, with the aim of informing urban policy, planning and management. Since the last report, the USRG has refined its purpose, to include the objective of supporting member cities and partners in embedding safety more deeply across their institutions and increasing the understanding that safety needs to be managed transversally. The USRG also stresses that safety needs to be institutionalised across the system, especially within the short- and long-term plans of city municipalities. It continues to recognise the key role of political champions and that all actors, in government and society, have a crucial role to play in creating safer cities. Internally, the USRG has focused on developing support tools for city practitioners and officials to apply the knowledge and lessons.

This report's aim is to present, analyse and assess city-level crime trends towards more efficient urban safety institutionalisation, planning, targeted financing and strategy development. The report covers 2020/21, providing an update on the state of crime and violence in South Africa's major cities, city practices, as well as the peer-to-peer learning, advocacy and knowledge application activities of USRG members, and follows a comprehensive review of the crime and safety indicator tool. Subsequent to the review, the tool was refined in order to plug certain gaps (see indicators 6 and 19), enhance reporting and support evidence-based, city-wide safety planning.

The publication of this report comes after an unprecedented epoch, during which cities and individual practitioners grappled with the challenges of the COVID-19 global pandemic, particularly on already strained economic growth and city finances. At the same time, cities found innovative and creative ways to traverse these strange times, and the 2021 report demonstrates beyond doubt the degree to which the pandemic provided an opportunity to truly embed the message of partnership. Many city safety departments, which had previously focused mainly on traffic, policing and law enforcement, came face-to-face with how social, economic and spatial factors drive crime and violence. There was a growing appreciation of the need to partner across departments and to devise inclusive responses to crime and violence challenges. The pandemic also brought to the fore the impact of urban safety on achieving sustainable development and inclusive growth, which both require safe cities. The management of COVID-19 relied on cross-departmental partnerships and accurate, reliable data, highlighting the centrality of evidence for improving efficiencies, capabilities and effectiveness and for successful planning, management and governance of urban safety.

The USRG continued to grow its profile, as a template for replication or adaptation within the region (African urban contexts) and beyond, and to participate in global and South-South networking, including the annual World Forum on Cities and Territories of Peace held in Mexico City. The USRG lent its voice to important global processes aimed at localising the UN-System-wide Guidelines on Safer Cities and Human Settlements and growing evidence-informed practice and decision-making. As part of this work, the USRG shared its experience of developing city-level indicators.

The pandemic highlighted South Africa's violence and crime challenges, as lockdowns exacerbated incidents of gender-based violence (GBV) when victims of domestic violence found themselves confined with their abusers. The importance of public spaces, as sites of GBV, became more apparent and strengthened the USRG's argument for spatially targeted approaches and gender-responsive safety planning that focuses on public space and the community and household levels. The USRG engaged closely with emerging policies, such as the National Strategic Plan (NSP) on GBV and Femicide, to define the role and contribution of metropolitan local governments, including how the NSP, among other policy interventions, supports gender-responsive city safety planning.

This report is a continuation of gathering evidence to inform urban safety policy and practice, and of strengthening the case for integrated or inclusive approaches to urban safety practice and governance, both at the city level and across the system. As in previous reports, the statistics highlight the need for a particular focus on cities. Despite the reduction in certain crimes, the past year was an anomaly, mainly due to lockdown regulations, and South African cities continue to face crime and violence challenges that require the attention and intervention of all of society.

As the USRG's members and partners look ahead to a much closer focus on GBV, area-based violence prevention, application of lessons and the financial sustainability of the platform. As a critical resource, we trust our readers continue to find these reports insightful.

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Introduction

Over the past two years, the COVID-19 pandemic has fundamentally shaped the experience of safety within South Africa's urban areas. Urban areas were the centre of the global pandemic, accounting for 95% of COVID-19 cases in 2020 (UN-Habitat, 2020b; Gupte, 2020). The pandemic has highlighted the vulnerability of dense urban areas and the inequality, poverty and insecurity facing many urban dwellers, especially the most marginalised groups in society. Food security and joblessness emerged as critical issues affecting households that were already in poverty, and many municipalities saw levels of homelessness rise exponentially. In South Africa, as a result of the lockdown, "[i]n the second quarter of 2020, 2.2 million people lost their jobs" (Alvarez-Iglesias et al., 2021: 201).

> *Over the last 18 months, the hardship and suffering facing poorer urban communities, in particular, has been compounded by their disproportionate loss of jobs and livelihoods during the pandemic. The reality of hunger and food insecurity is a moral issue but also critical for social stability.*[1]

In rural areas, the effect of the pandemic was devastating, given the fragile state of health and socioeconomic systems, with significant evidence of household hunger (Visagie & Turok, 2021). The South African government has had to balance the "positive health effects with the economic costs" of lockdowns and distancing measures (Arndt et al., 2020: 1). In response to the pandemic, the South African government introduced a temporary six-month COVID-19 Social Relief Distress Grant, to provide households with income support (Alvarez-Iglesias et al., 2021).

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1   Visagie J, Turok I and Swartz S. 'What lies behind social unrest in South Africa and what might be done about it', *The Conversation,* 18 August 2021. https://theconversation.com/what-lies-behind-social-unrest-in-south-africa-and-what-might-be-done-about-it-166130

The pandemic affected urban safety trends and crime statistics because of the lockdown declared under the Disaster Management Act, which restricted movement, closed industries, introduced curfews and banned the sale or transportation of alcohol. These lockdown restrictions played a role in reducing most types of crime, especially during Level Four and Level Five lockdowns. However, with the easing of restrictions, the upward trends in serious violent crime continued. The distraction of enforcing lockdown regulations and the impact of the pandemic on police members also meant that there were fewer policing operations aimed at removing illegal firearms from circulation or targeting organised crime syndicates. Consequently, cities can anticipate further increases in murder, robbery or gang violence in the coming years.

In addition to pandemic-related challenges, in July 2021, South Africa experienced a period of violence and unrest, with riots and looting resulting in the deaths of more than 300 people, along with significant destruction of property.[2] This period of unrest – together with other violent protests that took place during the year – had significant costs to community and human well-being, as well as economic health, and is estimated to have cost South Africa 19% of its gross domestic product (ibid).

The COVID-19 also shone a spotlight on the crisis of gender-based violence and femicide (GBVF), the vulnerability of children and mental health concerns among the youth, all of which were exacerbated by imposed lockdowns. For children, social distancing constraints meant that school days had to be staggered in schools with crowded classrooms. For young people aged 18–35 years who are jobless or poor, the risk of depression was heightened (Alvarez-Iglesias et al., 2020). An innovative response to the growing mental health concerns is the National Youth Resilience Initiative (NYRI), which is a multi-stakeholder partnership that provides psychosocial support to youth – an example of an all-of-society model.[3] The NYRI is both youth-focused and youth-led, with a mission is to bolster the services and programmes that provide assistance and support to young people.

Global research shows that a country's inequality level (as measured by the Gini coefficient) is a very strong predictor of a country's level of crime and violence. South Africa is one of the most unequal countries in the world, if not the most unequal. In other words, addressing inequality can no longer be considered an abstract and long-term ideal. Urban safety is intrinsically a developmental issue in South Africa, where poverty and inequality are drivers of crime and violence. Quarterly crime statistics show that the upward trajectory for most violent crime continued in 2021/22 and is likely to continue in the medium term because factors, such as poverty, inequality and declining public trust in the government, have not been addressed and may have been exacerbated by the pandemic. Many of these factors are far more pronounced in cities experiencing rapid urbanisation.

The events in 2020/21 underscored the extent of inequality in cities and how cities need to be able to deal with unexpected shocks and surprises, through improved planning, coordination and participation. The important role of cities is recognised in the United Nations 2030 Agenda for Sustainable Development, a non-binding framework with 17 Sustainable Development Goals (SDGs), including SDG 11: "Make cities and human settlements inclusive, safe, resilient and sustainable" (UN, 2015: 24). SDG 11 provides "a single overall global urban policy position in a unified statement concerning the […] social, economic, and environmental functionality of cities and the urban system" (Parnell, 2015: 530). As municipalities seek new and innovative ways of working with communities and other stakeholders to address urban safety challenges, the work of the SACN's Urban Safety Reference Group (USRG) is even more critical.

2   Neethling T. 2021. 'South Africa's political risk profile has gone up a few notches: but it is not yet a failed state', *The Conversation*, 14 December 2021. https://theconversation.com/south-africas-political-risk-profile-has-gone-up-a-few-notches-but-its-not-yet-a-failed-state-170653

3   https://wessa.org.za/our-work/sustainable-tourism/nyri/

Why urban safety matters – and the role of the USRG

Urban safety is an important element of sustainable urban development, as urban populations are vulnerable to criminal violence, risks and hazards (Gupte, 2020). South Africa's National Development Plan (NDP) includes a chapter entitled "Building Safer Communities", which makes provisions for vulnerable populations, including youth, women and children, while urban safety is one of the cross-cutting priorities of the Integrated Urban Development Framework (IUDF). The IUDF highlights the transversal nature of urban safety and its importance in realising the key objectives of the framework.

The USRG situates local government at the centre of urban safety because local government is uniquely positioned to lead improvements in safety governance (policy, planning and implementation) and to advocate for the streamlining and institutionalisation of safety. The USRG strives to influence the integration of urban safety and violence prevention into the work of local government across South Africa, by offering municipalities access to:

- knowledge-sharing platforms that speak to the realities of cities in South Africa and the Global South;
- ongoing capacity-building and upskilling of practitioners for integrated safety work;
- opportunities through which to share experiences with other cities in South Africa and the Global South (e.g., through peer-to-peer learning); and
- support to achieve the objectives of the SDGs, New Urban Agenda (NUA) and IUDF.

International and regional developments in 2020–2021

The State of Urban Safety Report 2018/19 provided an overview of the latest urban safety developments and trends, including progress made on the localisation of the SDGs and NUA. This report builds on those international and local trends and on the implementation of urban safety policies and programmes, globally and regionally. It also highlights the realities of the impact of COVID-19 on urban safety and the resultant shift in focus.

New Urban Agenda

The National Department of Human Settlements (DHS) generated the NUA localisation framework for South Africa, with indicators aligned with the SDGs that support the tracking of the country's progress on the SDG Goal Tracking Portal.[4] The NUA is a vision for sustainable urban development across all spheres of government and civil society, articulated as "cities for all". It highlights the importance of safety, specifically committing to (UN-Habitat, 2017: 13):

> *a safe, healthy inclusive and secure environment in cities and human settlements, enabling all to live, work and participate in urban life without fear of violence and intimidation, taking into consideration that women and girls, children and youth and persons in vulnerable situations are particularly affected.*

The NUA also speaks to the importance of integrating crime prevention strategies into broader urban strategies. This is articulated in South Africa's policies, including the NDP, the IUDF and other national and local policies. The indicators identified in the country's NUA's localisation framework are not intended to place an additional reporting burden on municipalities, but rather to align to global indicators and reflect how global commitments are being met at a local level.

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4   https://south-africa.goaltracker.org/platform/south-africa/news

World Urban Forum

In February 2020, the World Urban Forum 2020 (WUF 10) took place in Abu Dhabi, United Arab Emirates, under the theme "Cities of Opportunities: Connecting Culture and Innovation" (UN-Habitat, 2020a). WUF 10 signified the start of the "Decade of Action" for the SDGs, reiterating that much still needs to be done for the SDGs to be realised. It was the first WUF to be held in an Arab country and showcased Arab urbanism. Highlighting and celebrating the role of culture, heritage and local identity in supporting sustainable urbanisation, and reaffirming cities as hubs of innovation, the Abu Dhabi Declared Actions recognised that "culture is an integral part of the solution to the challenges of urbanisation and achieving the New Urban Agenda" and the important role of culture in building safer and more resilient cities. The Declared Actions included commitments to foster global city-to-city cooperation, to make cities resilient by 2030; to advance sustainable urban development and the implementation of the NUA locally and regionally; and to mainstream disability inclusion, universal design and accessibility in cities.[5] These commitments resonate with the work underway within South African cities, where multiple projects and programmes align with the understanding that cultural diversity drives social inclusion and belonging, and social cohesion.

> **Post-COVID-19 cultural mobilisation**
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> On 22 April 2020, the SACN participated in a live learning session organised by the United Cities and Local Governments (UCLG) on post COVID-19 cultural mobilisation and the role of cities as catalysts and enablers. The SACN gave a presentation on South Africa's best practices in relation to public space, including the City of Johannesburg's "Welcome Outside" initiative and park activations, and the need for social, economic and spatial interventions to promote inclusivity, diversity and cohesion. This need is aligned with the UCLG's view of culture in the context of SDGs (UCLG, 2021: 4):
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>> *cultural aspects, including active participation in cultural life, the development of individual and collective cultural liberties, the safeguarding of tangible and intangible cultural heritages, and the protection and promotion of diverse cultural expressions, are core components of human and sustainable development. They can also have positive effects in other areas of sustainable development.*

World Forum on Cities and Territories of Peace 2020–2021

In October 2020, the USRG participated in the Third Annual World Forum on Cities and Territories of Peace, which was held in a hybrid form due to the COVID-19 pandemic. The Forum took place in Mexico City and followed on from the 2017 and 2018 World Forum on Urban Violence and Education for Coexistence and Peace held in Madrid, Spain. Important global themes discussed included embracing migration to cities; economic and socio-spatial inequality; eradicating violence against women and sexually diverse people; promoting measures against racism, xenophobia, aporophobia, homophobia and other forms of intolerance; and countering violent extremism and building territories free from interpersonal violence. The USRG contributed to the session on "Cities and Territories free from Gender Based Violence"[6] and made presentations on its role and successes, member experiences and insights from practices, as well as its research agenda and flagship products.

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5   https://www.urbanagendaplatform.org/actions

6   https://www.saferspaces.org.za/events/entry/world-forum-on-cities-and-territories-of-peace-3rd-edition

Following its formal introduction at the World Forum, the USRG participated in various engagements, including the launch of the Guide to Designing Integrated Violence Prevention Interventions[7] in collaboration with a number of national and international stakeholders.[8]

United Nations Habitat Global Indicators

In October 2020, UN-Habitat Madrid and UN-Habitat Safer Cities hosted a discussion on the value of developing a global Urban Safety Monitor (USM). This challenging task requires developing a set of measurables that are relevant at different geographical scales, including at the neighbourhood, city, state, regional and global level. The success of a USM depends on the willingness of cities to measure the identified set of indicators – a USM is envisioned to "measure more of what we want to achieve and less of what we want to do away with" (UN-Habitat, 2020c: 13). The intention is for the USM to generate data on matters that go beyond "safety", to include factors such as inclusion, and that the data meets the requirements of a broad range of stakeholders, including all spheres of government.

United Nations System-wide Guidelines on Safer Cities and Human Settlements[9]

The Guidelines support the implementation of the 2030 Agenda and the NUA, by providing a standard for how local governments should respond to the challenges of delivering urban safety (UN-Habitat, 2020). The approach is transversal and multi-factorial, with a vision of local governments that work alongside provincial and national governments and in partnership with other stakeholders to achieve improved safety in cities. The Guidelines are underpinned by the "safer cities and human settlements" concept, which "comprises integrated, innovative and inclusive approaches to urban safety and security" that acknowledge and target the multifaceted causes of crime and violence and incorporate place-making and partnering (UN-Habitat, 2020d: 11).

In cities with low levels of crime and violence, residents have a higher trust in public institutions, which has direct implications for improved social cohesion and citizen participation. National and provincial governments can assist by contributing to building local government capacities; integrating "urban safety and security as a cross-cutting theme" in plans and policies; ensuring that national policies can be localised and aligned with local policies; and prioritising funding for safer urban spaces (Ibid: 16).

The Global Network on Safer Cities, which was established by UN-Habitat in 2012, is a platform that allows for the development of best practice through evidence-based learning and innovative urban safety practices adopted by local governments. The eThekwini Municipality Safety Strategy and Municipal Safety Lab is leading the localisation and implementation of these Guidelines, through the Integrated Safer Cities Project, in partnership with the South African Police Service (SAPS).

Integrated Safer Cities in South Africa Pilot Project

The project began in July 2021 and is due to end in 2023. It Is led by SAPS National (through their Social Crime Prevention Unit using their Safer City Model[10]) and eThekwini's Safer Cities Unit, as eThekwini is the primary pilot city.

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7   https://www.saferspaces.org.za/learn-how/entry/a-guide-to-designing-integrated-violence-prevention-interventions

8   https://www.saferspaces.org.za/events/entry/international-launch-of-the-guides-to-designing-integrated-violence-prevent

9   https://unhabitat.org/united-nations-system-wide-guidelines-on-safer-cities-and-human-settlements

10   https://www.saps.gov.za/resource_centre/nscs/safer_model.pdf

The focus is not only on crime and violence, but also on spatial design and other elements of inclusion aimed at bringing together communities, children, women, the youth and people with disabilities. It is about integrating resources from all stakeholders involved, including SAPS, local and metropolitan municipal safety departments, registered private security companies and community safety structures led by community policing forums (CPFs). It uses the District Development Model (DDM) to link, retain and consolidate the efforts of all stakeholders.[11] The project's aim is to promote a culture of crime prevention, support national local dialogues, and enhance the co-production of knowledge strategies at local and municipal level (COGTA, 2021). Underpinned by the adoption of an evidence-based strategy, the project's objective is to create a tool for championing multi-stakeholder engagement.

COGTA is working with UN-Habitat on the peer review mechanism, which is aligned to SDG 11 and supports the Guidelines and USM processes, that will draw on existing knowledge, tools and partnerships in the urban safety space. During the process, local experiences and expertise will be mapped out, to develop a set of common local urban indicators and metrics for identifying and assessing urban safety and security risks. The strategies and approaches adopted by South African municipalities will be compared and contrasted with international partners. The focus is on understanding how municipalities are adapting safer city system guidelines and identifying learning strategies from their experiences for use internationally.

Ten South African municipalities will take part in the pilot: eThekwini (KwaZulu-Natal), City of Johannesburg (Gauteng), City of Cape Town (Western Cape), City of Tshwane (Gauteng), Mangaung (Free State), Nelson Mandela Bay (Eastern Cape), Rustenburg (North West), Sol Plaatjie (Northern Cape), Emalahleni (Mpumalanga) and Polokwane (Limpopo).

South African Frameworks and Policies for Urban Safety

South Africa has several national frameworks and policies related to urban safety.

The National Strategic Plan on Gender Based Violence and Femicide

GBVF is endemic in South Africa and was amplified during the COVID-19 lockdowns. According to World Health Organisation, an estimated 12.1 out of every 100 000 women "are victims of femicide in South Africa each year which is five times the global average of 2.65" (DWYPD, 2021: 2).

On 30 April 2020, on the final day of Level Five Lockdown, the Department of Women, Youth and Persons with Disabilities (DWYPD) launched the National Strategic Plan (NSP) on Gender-based Violence and Femicide (GBVF), which was approved by Cabinet in March 2020. The NSP was developed as a response to the crisis of GBVF facing South Africa.

The NSP's objective is to ensure that the South African government's approach to GBVF is strengthened and coordinated. The strategy is multi-sectoral and confronts the needs and challenges of especially women, including specific groups such as the elderly and those living with disabilities, migrant women and trans women. The first year of the plan achieved the following: broad acceptance of the NSP by government departments, civil society and other stakeholders; the establishment of the Inter-Ministerial Committee on GBVF (the National Council of Gender Based Violence and Femicide was delayed due to legislative processes); the GBVF Response Fund, which was launched in February 2021 with a pledge of R128-million.[12] Ongoing challenges are around integration, reporting and accountability.

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11 This includes Justice, Crime Prevention and Security (JCPS) Cluster colleagues, such as SAPS, the Department of Social Development, the Department of Community Safety and Liaison, the Department of Correctional Services, the National Prosecuting Authority and the Justice Department.

12 https://www.gov.za/speeches/remarks-minister-human-settlements-mmamoloko-kubayi-dubai-expo-virtual-3-nov-2021-0000

Integrated Crime and Violence Prevention Strategy

The Civilian Secretariat for Police Services (CSPS) has developed the Integrated Crime and Violence Prevention Strategy, which was approved by cabinet in March 2022 to provide an implementation plan for the 2016 White Paper on Safety and Security (CSPS, 2020). It affirms that safety is transversal and requires a multi-faceted, all-of-society approach to confronting crime and violence. The strategy's thematic pillars are: an effective criminal justice system, early intervention, victim support, effective and integrated service delivery, safety through environmental design, and active public and community participation. Importantly, the Strategy highlights the importance of aligning and integrating policies in order to tackle the drivers of crime, and emphasises the need to address socioeconomic conditions such as poverty, inequality, unemployment, social welfare, health and education, as part of policing responses (ibid).

Integrated Urban Development Framework

In 2016, Cabinet approved South Africa's urban development policy, the IUDF, which outlines how to transform and restructure South Africa's cities and towns. The IUDF's overall outcome is spatial transformation, which will be achieved through four strategic goals – spatial integration, inclusion and access, growth and governance – that inform the priorities of the nine policy levers.

> *[These levers] are premised on the understanding that (1) integrated urban planning forms the basis for achieving integrated urban development, which follows a specific sequence of urban policy actions: (2) integrated transport that informs (3) targeted investments into integrated human settlements, underpinned by (4) integrated infrastructure network systems and (5) efficient land governance, which all together can trigger (6) economic diversification and inclusion, and (7) empowered communities; all of the above will demand effective (8) governance and (9) financial reform to enable and sustain these policy actions. (COGTA, 2016: 8)*

Urban safety is one of the three cross-cutting issues (the other two are rural-urban interdependency and urban resilience) and has multiple facets. As part of its urban safety mandate, COGTA supports the implementation of the SDGs, the NUA and the IUDF, and works in collaboration with the Nairobi, Kenya Coordinator Safer Cities Programme HRSIU/Urban Practices Branch Global Solutions Division of UN-Habitat. Its efforts related to urban safety include the following.

- Mainstreaming urban safety into national and local policies, including aligning with the DDM, while its Intermediate Cities Programme also has an urban safety focus.
- Ensuring that urban safety is part of precinct management, in National Treasury's Neighbourhood Development Partnership Programme (NDPP).
- Implementing the Small Town Regeneration Programme Strategy and Implementation Plan, which was developed in 2021.
- Engaging with stakeholders (through the Municipal Infrastructure Support Grant) about the Smart City Framework, which was approved in March 2021.

Overview of the report

This report provides an overview of global, regional and national urban safety developments and policy provisions, and presents an analysis of the state of crime and violence in nine of South Africa's major cities (Johannesburg, Cape Town, eThekwini, Ekurhuleni, Tshwane, Nelson Mandela Bay, Mangaung, Buffalo City and Msunduzi) for 2020/21 and for the 16-year period from 2005/06 to 2020/21. In addition, recognising that urban safety is not only about crime statistics, the report also profiles the work of the USRG and its member cities in 2020/21, highlighting knowledge-sharing opportunities, city practices and models (including those that could be adapted or replicated), the development of policy briefs and other knowledge products, and awareness raising/ lobbying efforts. Importantly, the report includes reflections on the experiences, practices and innovations adopted by individual cities.

Pockets of excellence are found in each of these cities and reflect how local officials are working to build social cohesion and address urban safety. These include dedicated safety offices in the City of Johannesburg; the inclusion of urban safety in the City of Tshwane's Integrated Development Plan (IDP); the all-of-society, multi-layered intervention to support eThekwini Metropolitan Municipality's homeless community, the proactive rebuilding and consolidation of the City of Ekurhuleni's relationship with communities; an innovative Precinct Management Plan in Msunduzi Municipality; the all-of-society approach to safety and security patrols in Buffalo City Metropolitan Municipality; cooperative operational planning and delivery in Mangaung Metropolitan Municipality; innovative use of technology and cross-cutting partnerships in Nelson Mandela Bay Metropolitan Municipality; and the use of neighbourhood safety officers in the City of Cape Town.

The State of Urban Safety in South Africa Report 2020/21 comes at an opportune time, It provides an opportunity to showcase both the resilience of South Africa's urban communities and examples of innovation and collaboration. It shows that real change is possible through localised partnerships, co-creation, and an all-of-society approach to urban safety. The implementation records of the cities covered in the report also demonstrate the importance of creating institutional mechanisms for implementation, and the need to proactively pursue approaches that cut through the silos, so that different departments and spheres of government can work together.

The experiences of both the USRG and its member cities highlight the importance of cross-cutting, integrated responses and all-of-society models in building better, safer cities. The USRG uses the State of Urban Safety Report as a platform for reflecting the longitudinal shifts within each city and comparatively over time, contributing to evidence-based decision-making and providing a unique monitoring and evaluation tool within the local government space.

After a reflection on the most recent crime statistics and the work being done to improve and refine the crime and violence indicators (Chapter 2), the report shares learning and knowledge-sharing initiatives undertaken by the USRG and its partners (Chapter 3). Chapter 4 provides a summary of city-specific practices, highlighting urban safety projects, challenges and partnerships, while Chapter 5 proposes insights and recommendations that emerge from the report.

Chapter 2: State of Crime and Safety in South African Cities

This chapter presents an analysis on the state of crime and violence in nine of South Africa's major cities: Johannesburg, Cape Town, eThekwini, Ekurhuleni, Tshwane, Nelson Mandela Bay, Mangaung, Buffalo City and Msunduzi. The analysis is based on data derived from the national crime statistics released by the South African Police Service (SAPS) for the period 1 April 2020 to 31 March 2021. For the purpose of this report, the data, which is released at national, provincial and police precinct levels, has been aggregated to city level to provide a better understanding of the public safety challenges at a more localised level. The intention is to provide meaningful data to support decision-making in terms of the types of interventions needed and to offer a longitudinal picture of selected crimes in these cities over 16 years, from 2005/06 to 2020/21.

Interpreting crime statistics

The SAPS collects and disseminates annual statistics on crimes recorded at the 1155 police stations within the borders of South Africa. The crimes include those reported by victims, witnesses or third parties, as well as those detected by police officials. The data collection process begins with an incident of an alleged crime being assessed for its unlawfulness. The incident is then classified and recorded in a case docket, which is entered into the SAPS Integrated Case Docket Management System and the Crime Administration System. Crimes are grouped into the various broad categories (Figure 1). These are the categories of crimes for which official figures are currently released for public use and do not represent an exhaustive list of all crimes recorded by the police.

CONTACT CRIMES

Murder, attempted murder, assault with intent to inflict GBH, common assault, sexual offences

(rape, sexual assault, attempted sexual offences, contact sexual offences)

Common robbery, robbery with aggravating circumstances

(including truck hijacking, bank robbery, cash-in-transit robbery, SAPS-designated priority crimes of carjacking, robbery at residential and at non-residential premises)

Contact-related crimes (arson, malicious damage to property)

PROPERTY-RELATED CRIMES

Burglary at residential and non-residential premises

Theft of motor vehicles and motorcycles

Stock theft

Theft out of motor vehicles

OTHER SERIOUS CRIMES

All theft not mentioned elsewhere

Commercial crime

Shoplifting

COMMUNITY-REPORTED SERIOUS CRIMES

CRIMES DEPENDENT ON POLICE ACTION FOR DETECTION

Illegal possession of firearms and ammunition

Drug-related crimes

Driving under the influence of alcohol and/or drugs

Sexual offences detected as a result of police action

Figure 1: Crimes for which official figures are released for public use by SAPS

- Contact crimes comprise about 40% of the community-reported serious crimes.
- Robbery falls into two categories: common robbery (the violent removal of property from a person through force, harm or the threat of harm) and robbery with aggravating circumstances, which is also known as armed robbery because a weapon is used (most often a firearm or knife).
- Armed robbery crimes include the "trio crimes", which are prioritised by the police and the National Prosecuting Authority, i.e., robbery at non-residential premises (mainly small businesses), robbery at residential premises and carjacking.
- Most armed robberies are thought to be robberies of civilians on the street or in other public spaces, but the police do not release figures for this crime category.
- Crimes dependent on police action for detection include roadblocks and other operations. As these figures are determined by police action and recorded by the police (not by community members), they are not a measure of the actual incidence of the crime category.
- Most of these crimes are drug-related because many police operations target those selling and buying drugs. However, it is understood that police action does not really affect the actual levels of drug use and distribution. Thus changes in these crime figures are not an indicator of the availability of drugs or size of the market. Similarly, driving under the influence figures may reflect the level of police action rather than the scale of the problem.

Reliability of the crime statistics

Police statistics are not a scientific or objective measure of all the crimes that occur within the given location and time. They are a data-collection process designed to assist law enforcement in executing and evaluating their duties and do not include the many crimes that are not reported to the police. Factors that influence the choices of victims and witnesses to report or not crimes include:

- Their understanding of which types of incidents are appropriate for police attention rather than for interpersonal, family or community resolution.
- Their interpretation of people's legal rights and responsibilities, i.e., whether or not they think that a crime or unlawful act has occurred.
- Their willingness or ability to initiate an official legal process after what may already have been a traumatic incident.
- Their ability to access police services and produce an accurate written record of the event.

Crime reporting rates are not evenly distributed across the country, cities, neighbourhoods, or even households. Victims or witnesses of a criminal incident are more likely to report the crime if they are relatively wealthy and educated, have an expectation of personal safety, insure their goods and trust the police. Crimes experienced by poor, vulnerable or marginalised individuals are far less likely to be reported to and recorded by the police. This means that certain crime statistics are more reliable and valid indicators of actual crime levels. For example, in 2019/20, almost 80% (78.7%) of households reported motor vehicle thefts, but only about half (51.7%) of households reported residential burglaries. This is because victims need an official case number to be able to claim insurance on a stolen vehicle, whereas most victims do not have household insurance and many believe that the police will not or cannot do anything to help them (Stats SA, 2020a). Such differences in reporting rates produce crime statistics that present a highly distorted impression of crime prevalence, distribution and trends. Therefore, crime statistics should always be interpreted in the context of independent survey data on crime experiences and reporting, such as the annual National Victims of Crime Survey (VoCS) produced by Statistics South Africa (Stats SA).

Crime statistics also do not provide sufficient insight into the nature of the crime risk or threat. For example, knowing the number of murders and the trends says nothing about the victims, perpetrators, specific locality, or causal factors driving murder. Ideally the levels and drivers of crime should be analysed at the smallest possible geographical scale. However, this is very difficult in South Africa because cities do not have access to the point-level crime data that would allow them to better understand hotspots and respond to their unique crime situations. The best that can be done with the available SAPS crime data is to generate city-level crime statistics, which requires certain technical work, as described below.

Methodology

The methodology used to compile the crime statistics at a city level follows the same four steps as in previous iterations of this report.

Step 1: Determine which police station areas fall within the relevant municipal boundaries

This is because the geographical boundaries of SAPS police precincts do not correspond with municipal boundaries, making tracking and comparing city-level data difficult.

- *Overlay the spatial boundaries of the police station areas with those of municipalities (as updated by the Municipal Demarcation Board).*
- *Include only police stations with 50% or more of their area falling within the relevant municipal boundaries.*

- *Umsunduzi police station in KwaZulu-Natal is an exception, as it extends over three different municipalities, with 43% of its precinct falling within eThekwini's municipal boundary.*
- *The 2016 demarcation process led to an expansion of boundaries for Mangaung, which gained three new police station areas (Dewetsdorp, Van Stadensrus and Wepener), and for eThekwini, which gained one new police precinct (Umbumbulu).*
- *In 2021, the SAPS added crime statistics for three new police stations in Gauteng and the Eastern Cape.*

Step 2: Add up the relevant police stations' figures for each of the crime types, for the last 16 years

This gives the total number of each crime recorded at a municipal level for each year between 1 April 2005 and 31 March 2021.

- *Exclude recent quarterly releases because the Statistician-General has not certified these figures as the official crime statistics, and so they cannot be compared for the same quarters over previous years.*

Step 3: Determine an appropriate population estimate for each city, for each of the 16 years

This is necessary because the cities vary in population size, and many city populations have changed significantly over the last 16 years (Table 1).

Stats SA releases annual mid-year population estimates (MYPE) on the basis of census and other data, using the "cohort-component method" (Stats SA, 2020b). This method uses a model based on information from censuses about each area's demographics (such as age and sex), levels of fertility, mortality and international migration, to produce an estimate of the population in June of each year. These population projections are provided for the country, provinces and each of the country's metropolitan and district council areas. Ideally, the preferred population data should be at the mid-point for the period under review (i.e., September of the financial period) to allow for more accurate per capita rates, but these are not published by Stats SA. The MYPE were used unaltered except for Msunduzi, which is a local municipality. Its population estimates for each year were derived from the 2020 MYPE for local municipalities, which has Census 2011 as base year, as adjusted by the annual percentage growth projected for its district, uMgungundlovu District Municipality. Given that Msunduzi is home to two-thirds of the district's population, it is reasonable to assume that projected growth in Msunduzi is in line with that of the larger district.

Step 4: Divide the relevant crime figures by the relevant population estimate for each of the crime types, for the last 16 years

This is necessary because trends and differences in city populations must be considered when comparing crime statistics.

- *Divide the raw number of recorded crime figures by the appropriate population estimate to generate a crime rate per 100 000 people. This allows a comparison of the official statistics on the level of reported criminal victimisation or risk experienced by the people in those populations.*

Table 1: Population estimates per city according to Stats SA 2020 mid-year population estimates (2012–2020)

CITY	2012	2013	2014	2015	2016	2017	2018	2019	2020
BCM	800 239	801 542	802 602	803 215	803 476	803 293	802 966	802 506	800 874
CPT	3 890 505	3 980 132	4 069 606	4 158 178	4 246 670	4 333 921	4 423 834	4 514 918	4 604 986
EKU	3 266 954	3 351 924	3 439 884	3 530 064	3 622 885	3 715 613	3 805 825	3 894 969	3 982 223
ETH	3 559 395	3 608 910	3 658 647	3 707 923	3 757 349	3 812 103	3 868 517	3 926 230	3 981 205
JHB	4 569 498	4 723 020	4 883 370	5 049 204	5 221 035	5 384 380	5 545 624	5 706 791	5 866 550
MAN	798 394	807 345	816 660	826 154	835 900	844 920	853 893	862 732	870 920
MSI	630 985	640 100	649 326	658 730	668 365	677 692	687 179	696 689	715 154
NMB	1 166 392	1 173 686	1 180 732	1 187 246	1 193 407	1 198 890	1 204 201	1 209 429	1 213 060
TSH	2 998 929	3 084 142	3 173 484	3 266 231	3 362 806	3 455 310	3 546 798	3 638 328	3 729 104
All Metros	21 681 291	22 170 801	22 674 311	23 186 945	23 711 893	24 226 122	24 738 837	25 252 592	25 764 075
RSA	52 814 824	53 636 678	54 477 990	55 327 828	56 189 972	57 056 765	57 924 791	58 793 276	59 622 350

Source: Stats SA (2020b)

Figure 2 illustrates the importance of accounting for each city's population in this way. For example, in 2020/21, Mangaung recorded 225 murders, less than half the 659 murders recorded in Tshwane, which might suggest that residents have a higher risk of being murdered in Tshwane than in Mangaung. However, given that Tshwane's population is four times higher than that of Mangaung, the average resident of Mangaung is 1.5 times more likely to be murdered than the average resident of Tshwane. Similarly, Cape Town recorded 3074 murders, or three times the 865 murders in Nelson Mandela Bay, but its population is nearly four times higher, giving a murder rate of 67 per 100 000 people compared to 71 per 100 000 for Nelson Mandela Bay.

Five cities (Buffalo City, Cape Town, eThekwini, Nelson Mandela Bay and Msunduzi) have a murder rate above the national average of 33.5 murders per 100 000 people, whereas four cities (Johannesburg, Mangaung, Ekurhuleni and Tshwane) have murder rates below the national average (Figure 2).
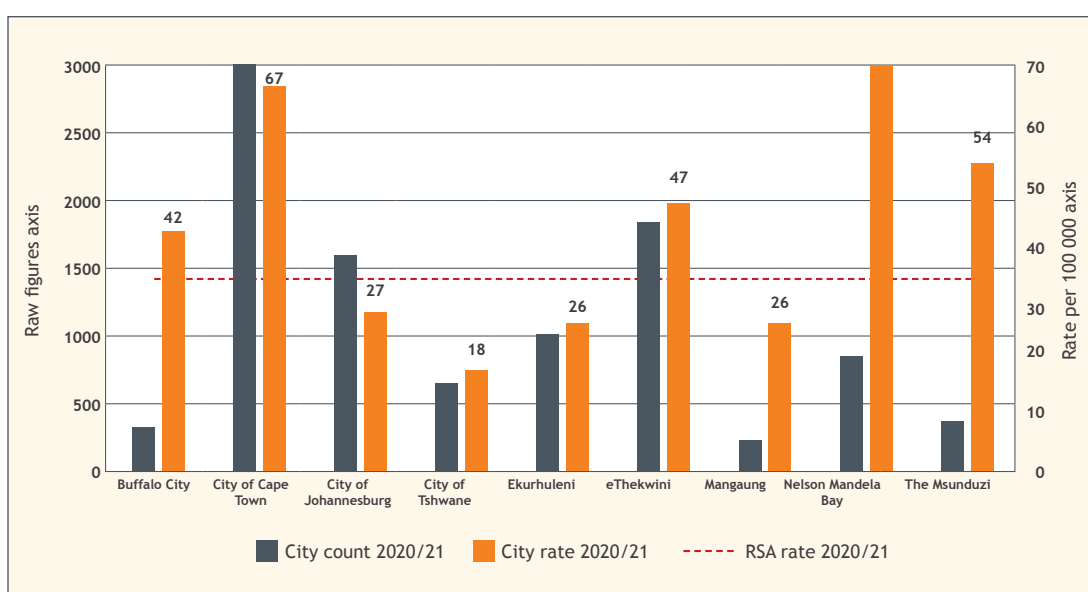
Figure 2: Absolute number of murders compared to murder rates per 100 000 (2020/21).

National crime trends

Property crimes

In 2020/21, non-violent property crimes (burglaries, thefts, and fraud) constituted more than 50% of all serious crimes but have declined substantially since 1994 – for example, residential burglary and theft of motor vehicles and motorcycles more than halved (Kriegler & Shaw, 2016: 187).[13] Surveys conducted with victims of crime[14] confirm these long-term trends, and between 2019/20 and 2020/21, non-violent property crime rates decreased (Table 2), reflecting trends in several other countries worldwide.

Table 2: Non-violent property crime rates

PROPERTY CRIMES	2010/11	2019/20	2020/21	CHANGE OVER 1 YEAR	CHANGE OVER 10 YEARS
Burglary at non-residential premises	135	119	110	↓7%	↓18%
Burglary at residential premises	482	350	268	↓24%	↓43%
Theft of motor vehicle and motorcycle	125	80	59	↓26%	↓48%
Theft out of or from motor vehicle	239	201	140	↓31%	↓44%

In 2020/21, violent property crimes decreased substantively, as a result of the lockdown restrictions in place since March 2020, but over the decade 2010/11–2020/21, the three priority crimes (carjacking, robbery at residential premises and aggravated robbery) have increased (Table 3).

Table 3: Violent property crime rates

VIOLENT PROPERTY CRIME	2010/11	2019/20	2020/21	CHANGE OVER 1 YEAR	CHANGE OVER 10 YEARS
Carjacking	21	31	28	↓9%	↑55%
Robbery at residential premises	33	36	35	↓3%	↑9%
Robbery at non-residential premises	29	35	31	↓13%	0%
Aggravated robbery	197	245	201	-18%	4%

Factors that may contribute to changes in violent property crime trends include:

- **Improved security systems and technology** (e.g., burglar bars, alarm systems, cameras and vehicle immobilisers) that make gaining access to houses, businesses and vehicles more difficult and riskier. These improved barriers to entry may lead criminals to use violent measures, as victim cooperation makes gaining access (e.g., to goods secured in a safe in a building with burglar bars and electric fencing) both easier and quicker.
- **Possession of high-value items**. High-value items, such as laptop computers, tablets, cell phones, expensive watches and jewellery, have a large second-hand market. Individuals who possess these items, on their person or in their homes, may be specifically targeted. However, this possible displacement effect from non-violent to violent property crimes requires further research in the South African context.
- **Failures of policing**. Effective policing can substantially reduce robberies, as these crimes are perpetrated by relatively small groups of repeat and often networked offenders. Effective police crime intelligence and detective work can result in significant arrests and prosecutions that disrupt these networks – and as more perpetrators are (or risk being) incarcerated, fewer robberies are committed. Unfortunately, since 2012, SAPS intelligence and investigative capabilities have deteriorated notably, with the consequence that perpetrators increasingly see robbery as a high-reward, low-risk crime. High-robbery areas require specific anti-robbery strategies that target specific individuals and networks of perpetrators.

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13   In 1995, rates for residential burglary and theft of motor vehicles and motorcycles were 596 and 273 respectively.

14   Note that the Stats SA's VoCS showed increases in residential burglaries 2017/18 and 2018/19 but an 8% decrease in 2019/20.

Although a person is five times more likely to fall victim to non-violent than to violent property crime,[15] violent property crime has a much bigger impact on both the individual's and overall feelings of safety. This is because of the direct contact between the perpetrator and the victim during which violence or the threat of violence occurs. Victims of violent property crimes tend to experience high levels of emotional trauma, irrespective of the physical harm and financial loss suffered.

Interpersonal violent crimes

Over the past 10 years, the rates for murder and other interpersonal violent crimes have shown mixed results, with an increase in murders and attempted murders, but a decrease in sexual offences, assault with the intent to inflict grievous bodily harm (GBH) and common assault (Table 4).

Table 4: Interpersonal violent crime rates

INTERPERSONAL VIOLENT CRIME	2010/2011	2019/2020	2020/2021	CHANGE OVER 1 YEAR	CHANGE OVER 10 YEARS
Murder	31	36	33	↓7,6%	↑12%
Total sexual crimes	127	91	78	↓14,5%	↓33%
Attempted murder	30	32	31	↓1%	↑11%
Assault with the intent to inflict grievous bodily harm	386	284	241	↓15%	↓35%
Common assault	359	281	251	↓11%	↓28%

Internationally, murder is considered to be a robust (although imperfect) comparative measure of violence because the police record most murder statistics. Since at least the 1970s, South Africa's murder levels have stayed above 29 per 100 000 people, which is very high by global standards – only a handful of countries record murder rates at this level. Between 1994/95 and 2011/12, South Africa's murder rate more than halved but is still three times higher than the average for the African continent and nearly six times higher than the international average. Since 2011/12, the murder rate has increased gradually, to 36 per 100 000 people in 2017/18, 2018/19 and 2019/20, but dropped slightly to 33.5 per 100 000 in 2020/21 (Figure 3).
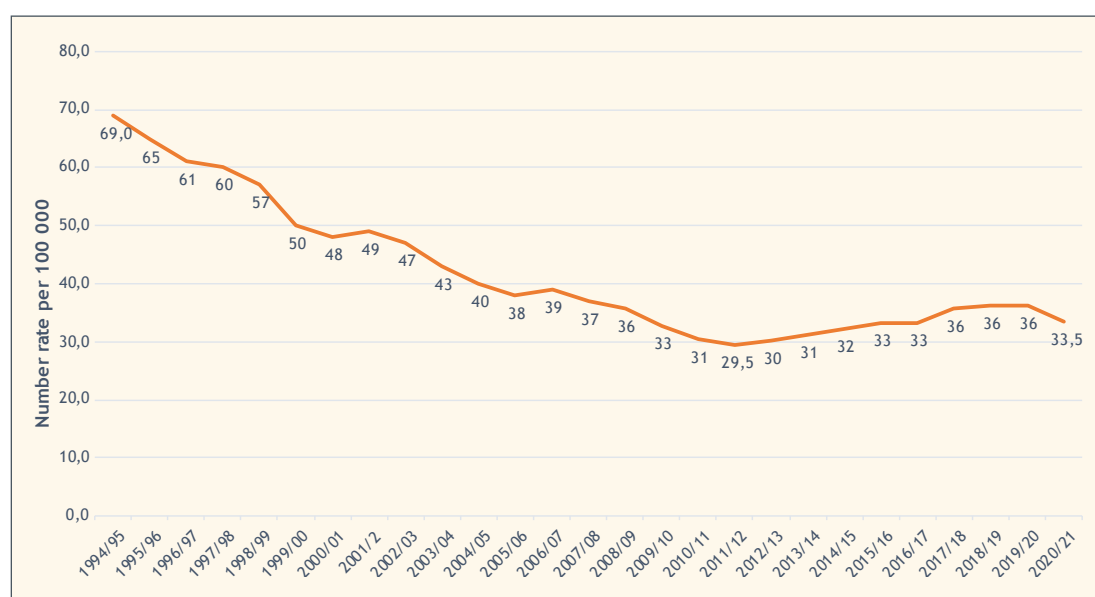
Figure 3: South Africa's murder rate per 100 000 (1994/95–2020/21)

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15   Five times more burglaries at residential and non-residential burglaries and theft of motor vehicles were reported to the SAPS compared to residential and non-residential robberies and carjacking.

The slight decrease in 2020/21 can be attributed to the pandemic-related restrictions, as quarterly crime statistics in 2021/22 show a continuation of the upward trajectory for most violent crimes. These increases are likely to continue in the medium term because the drivers of violence have not been addressed – and may have been exacerbated by the pandemic. These drivers are far more pronounced in areas experiencing rapid urbanisation and include socioeconomic deterioration; growing inequality and food insecurity; political corruption, which results in lower police and criminal-justice performance, leading to declining public trust in the government; an influx of firearms into high-risk areas; and increasing levels of intergroup conflict, such as gang and taxi violence.

Different factors are likely to be driving increases in murders in different geographical localities. For example, murder rates are often driven by residential robbery or hijacking in wealthy areas with high economic activity, but by increased gang activity or conflict in poorer urban areas. However, they also share some common factors such as GBVF and other forms of interpersonal violence due to arguments. The implementation of the White Paper on Safety and Security seeks to address some of these drivers and to enhance safety planning partnerships and processes. When planning a response, what is important is to identify the specific factors at play and to understand each city's uniqueness. Therefore, as recommended in previous reports, crime prevention resources are used most effectively when very narrowly targeted to specific localities, populations and crime factors.[16]

Latest city trends in key crime categories

This section looks at the main crime types since 2005/06 and compares the nine cities to national and average metro trends. It is not an exhaustive account of the crime trends in the relevant cities but provides a longitudinal analysis that reveals some important features and trends.

Murder

In 2020/21, half of all recorded murders in South Africa occurred in the nine cities, which are home to 43% of the country's population. The average murder rate of 39 per 100 000 for the nine cities was well above the national murder rate (33.5), and most cities followed the national trend of a long-term decline, with an increase after about 2011/12.
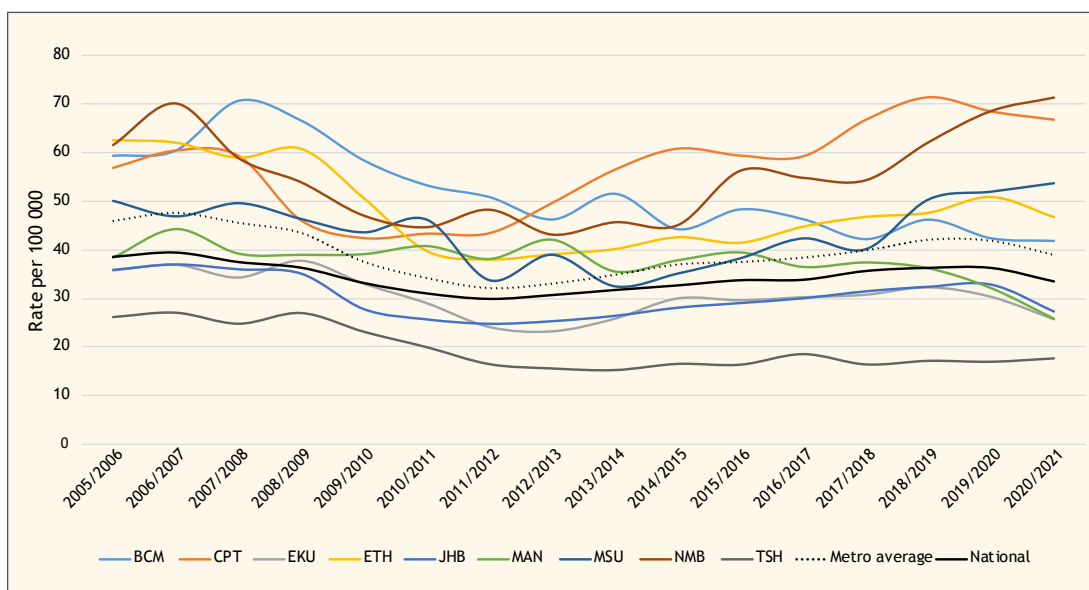
Figure 4: Murder per 100 000 (2005/06–2020/21)

16   The USRG's hotspots research of 2017 was an attempt to encourage precisely this kind of highly localised problem-solving thinking.

Between 2005/06 and 2020/21, murder rates decreased in six cities, by about a third in Mangaung (↓33%) and Tshwane (↓32%), and a quarter in Buffalo City (↓29%), Ekurhuleni (↓28%), eThekwini (↓25%), and Johannesburg (↓24%). However, murders increased in three cities: Cape Town (↑17%), Nelson Mandela Bay (↑16%) and Msunduzi (↑7%).

Since 2010/11, the average murder rate for the nine cities increased by 14%, compared to the national average of 8%. Murder rates decreased in only four cities: Mangaung (↓37%), Buffalo City (↓21%), Tshwane (↓12%) and Ekurhuleni (↓11%). The highest increase in murder rates was in Nelson Mandela Bay (↑60%) and Cape Town (↑54%), followed by eThekwini (↑18%), Msunduzi (↑16%) and Johannesburg (↑6%).

In 2020/21, murder rates increased by less than 5% in Nelson Mandela Bay (↑4%), Tshwane (↑4%) and Msunduzi (↑3%) but decreased significantly in Mangaung (↓20%), Johannesburg (↓17%) and Ekurhuleni (↓15%) and moderately in eThekwini (↓8%), Cape Town (↓2%) and Buffalo City (↓1%).

Of the nine cities, Tshwane has the lowest murder rate (at 18 per 100 000), while Cape Town and Nelson Mandela Bay have the highest murder rate (at 67 and 71 per 100 000 respectively). The increase in the murder rates for these two cities began earlier and has been far larger than in any other city, suggesting that they are facing a far more complex set of challenges than the other cities.[17]

Assault with intent to inflict GBH

The nine cities are where more than a third of all reported assaults with intent to inflict GBH take place. Unlike murder rates, since 2005/06, GBH assaults have declined notably in all cities, ranging from ↓23% in Msunduzi to ↓68% in Nelson Mandela Bay (Figure 5). Nevertheless, despite these declines, in 2020/21 GBH assault rates in Buffalo City and Nelson Mandela Bay remained well above the national and metro averages. Johannesburg, Msunduzi and Mangaung also had GHB assault rates above the metro average. The reasons for these high rates may be linked to high levels of interpersonal or intergroup violence, where weapons such as knives and firearms are not used – as opposed to murder, attempted murder and armed robberies, where these weapons are present.
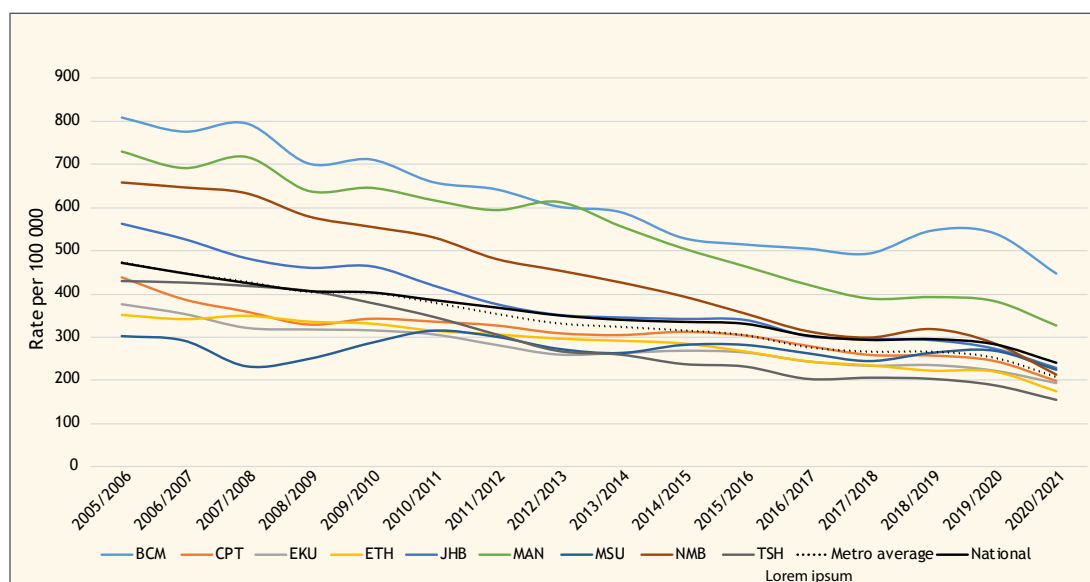
Figure 5: Assault with the intent to inflict GBH per 100 000 (2005/06–2020/21)

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17 The 2019 Western Cape Safety Plan aims to address some of the drivers of violence in its hotspots, through data-led and evidence-based policing. https://www.westerncape.gov.za/sites/www.westerncape.gov.za/files/assets/departments/premier/western_cape_government_safety_plan.pdf

Over the three years prior to 2020/21, the assaults GBH showed an upward shift, with five cities recording increases in 2018/19: Buffalo City (↑11%), Msunduzi (↑8%), Nelson Mandela Bay (↑7%), Mangaung (↑1%) and Ekurhuleni (↑1%). However, in 2019/20, assaults GBH decreased in eight cities, by between 1% (Buffalo City) and 10% (Nelson Mandela Bay), but increased in Msunduzi (↑2%), while in 2020/21, all nine cities saw a substantial decrease in assault GBH, in line with the overall trends – between 2019/20 and 2020/21, the metro average for assault GBH decreased by 18%.

Compared to global trends, it is unusual for assault rates to decline while murder rates increase. This may be because, according to the 2019/20 National VoCS, nearly half of all assaults are not reported to the police (Stats SA, 2020a). Moreover, there is some evidence that reporting rates for assault have been declining, which suggests that the declines reported by the police are overstated. This illustrates that changes in police statistics may reflect crime reporting trends rather than actual crime trends.

Sexual offences

The sexual offences statistics released by the SAPS are problematic. Most victims and survivors of this crime do not report the offence because of a lack of trust in the police, or due to concerns of stigmatisation of their families or themselves. In addition, following the introduction of the Sexual Offences Act (No. 32 of 2007), common law crimes were replaced with statutory crimes for various sexual offences. As a result, sexual offences statistics prior to 2008/09 are incompatible with current figures. Since 2011/12, the SAPS have reported sexual offences detected as a result of police action (e.g., offences associated with sex work or public indecency) as a separate category.
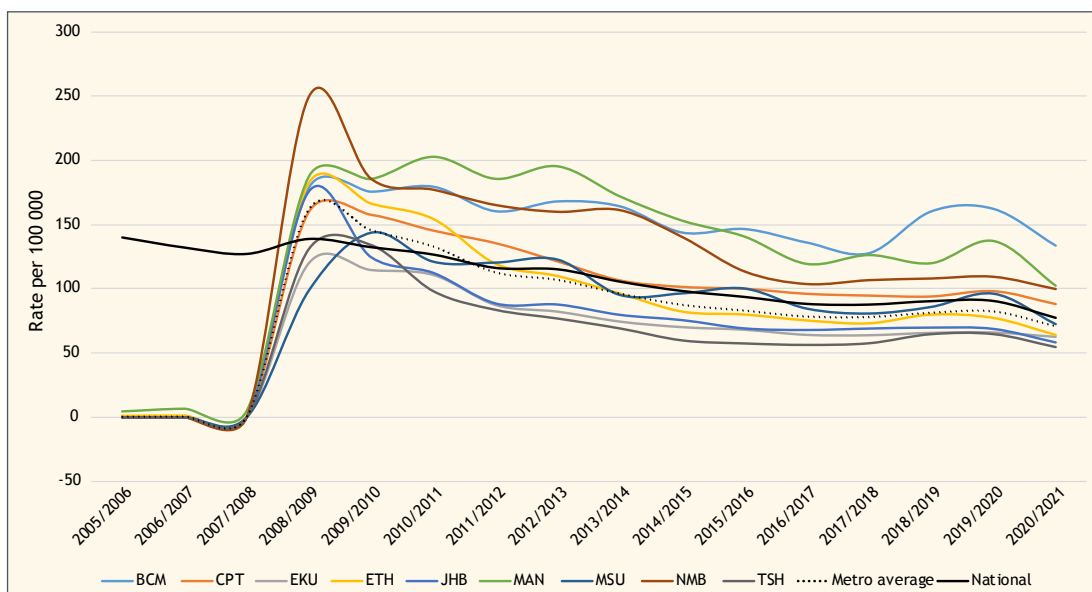
Figure 6: Sexual offences per 100 000 (2005/06–2020/21)

In 2019/20, nearly 40% of all reported sexual offences were recorded in the nine cities. Interestingly, the national rate of 77.5 is well above the metro rate of 71, indicating that sexual violence is not only an urban problem. Since 2008/09, most cities have seen a steady decline in sexual offences, with the most dramatic decline occurring in eThekwini (↓58%), Mangaung (↓49%) and Johannesburg (↓48%), while Tshwane and Nelson Mandela Bay recorded decreases of 44%. In 2020/21, the downward trend continued, decreasing by 25% in Mangaung and Msunduzi and by between 5% and 18% in the other cities.

It is difficult to ascertain from the statistics alone whether the shift was due to an increase in sexual offences, a decrease in reporting rates, or a combination of the two. It would be useful if Stats SA released reporting rates at a district level for the larger cities, although household surveys are likely to have a significant under-reporting rate because of the stigma and sensitivity often associated with sexual offences. To understand victimisation rates would require cities to fund supplementary specialised city-level victim surveys by expert organisations and academic institutions.

Robbery at non-residential premises

In 2020/21, nearly half (49%) of all robberies at non-residential premises were recorded in the nine cities. Most of these robberies take place at small businesses and have a substantial financial impact. Between 2005/06 and 2010/11, all cities experienced steep increases in recorded non-residential robberies, but from about 2011/12, this rate stabilised or declined in some of the cities.
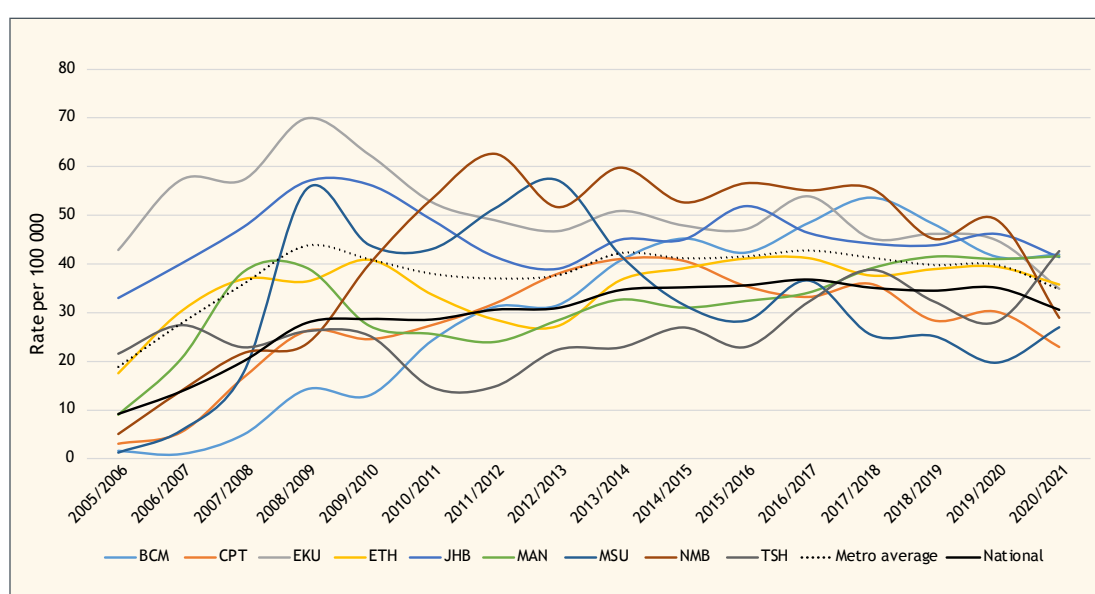
Figure 7: Robbery at non-residential premises per 100 000 (2005/06–2020/21)

Over the past decade, robberies at non-residential premises increased substantially in three cities: Msunduzi (↑191%), Buffalo City (↑73%) and eThekwini (↑62%), well above the national average of 7%. Tshwane recorded a 6% increase, whereas five cities saw a decline in this type of robberies, in particular Nelson Mandela Bay (↓46%), Mangaung (↓37%) and Johannesburg (↓34%).

In 2020/21, robberies at non-residential premises increased by just 1% in Buffalo City and eThekwini, but by 37% in Mangaung and 52% in Msunduzi. This type of crime decreased in the other cities: Nelson Mandela Bay (↓41%), Cape Town (↓24%), Johannesburg (↓22%), Ekurhuleni (↓10%) and Tshwane (↓9%). However, these positive annual changes need to be viewed with caution because of the COVID-19 lockdown period, as the quarterly statistics for 2021/22 point to the likelihood of an increase in robberies. Furthermore, despite small decreases in most cities in the last year, robberies at non-residential premises remain at high levels, indicating that the police have not been able to address this crime, despite its classification as one of the "trio crimes" prioritised by the police.

Robbery at residential premises

Another one of the "trio crimes" prioritised by the police is robbery at residential premises, which is predominantly an urban problem. In 2020/21, over half (56%) of these crimes were recorded in the nine cities. The residential robbery rate in Johannesburg, Tshwane and eThekwini has consistently been well above the national average.
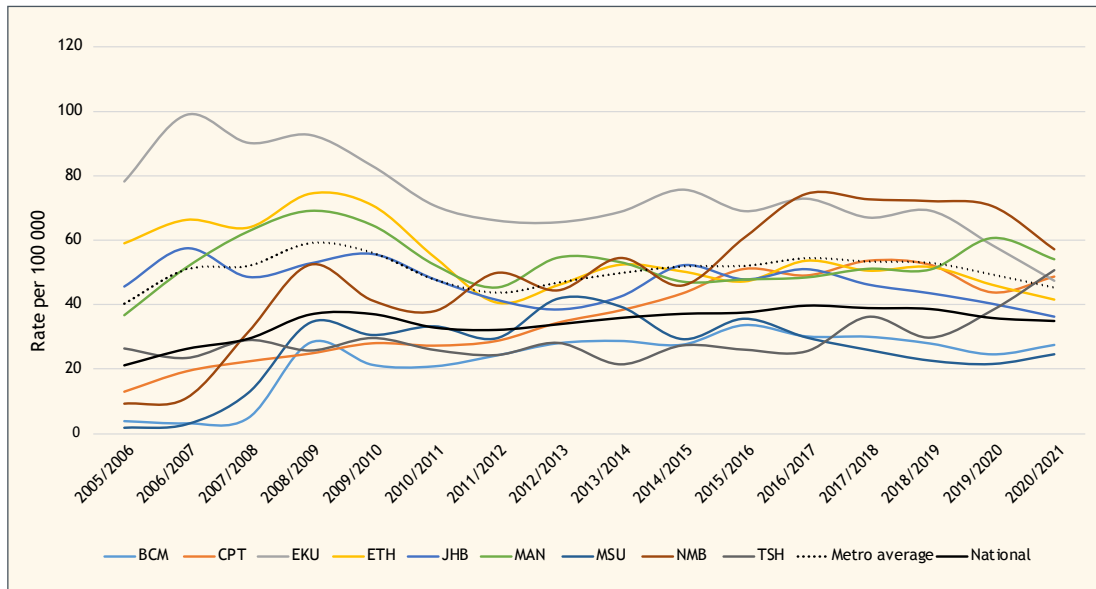
Figure 8: Robbery at residential premises per 100 000 (2005/06–2020/21)

Over the past 10 years, four cities experienced concerning increases in residential robberies: Msunduzi (↑95%), Cape Town (↑78%), Nelson Mandela Bay (↑50%) and Buffalo City (↑32%), whereas four cities saw significant reductions in this crime: Johannesburg (↓33%), Mangaung (↓26%), Tshwane (↓24%) and Ekurhuleni (↓24%). It may be worth investigating how these reductions were achieved, especially in Johannesburg.

In 2020/21, residential robberies decreased in five cities: Johannesburg and Nelson Mandela Bay (↓19%), eThekwini (↓11%) and Tshwane and Ekurhuleni (↓10%), but increased substantially in the other cities: Msunduzi (↑32%), Mangaung (↑14%), Buffalo City (↑12%) and Cape Town (↑11%) – the spike in these cities requires urgent attention.

Burglary at residential premises

The picture of burglary at residential premises is very different to that of robbery at residential premises, suggesting a displacement from non-violent to violent property crimes.
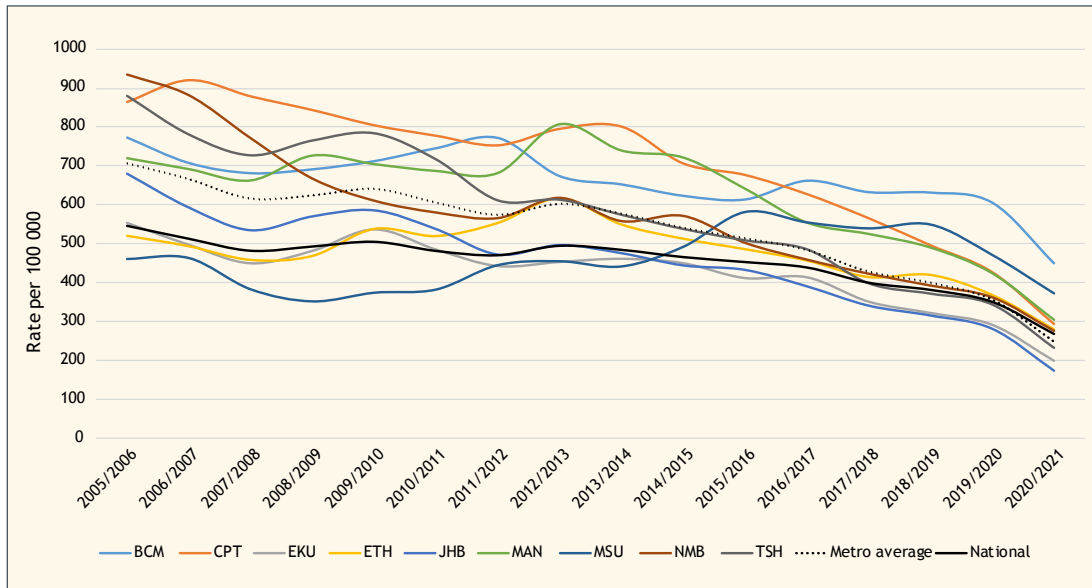
Figure 9: Burglary at residential premises per 100 000 (2005/06–2020/21)

Since 2005/06, residential burglaries have been steadily decreasing in all cities, with rates well above the national average decrease of 51%, except for Buffalo City (↓42%) and Msunduzi (↓19%). This trend continued in 2020/21, with all cities experiencing a decrease of between 21% and 38%. At the same time, residential robberies increased substantially in Nelson Mandela Bay, Cape Town, Msunduzi, Mangaung and Buffalo City, again suggesting a displacement from non-violent to violent property crimes. However, it should be noted that only half of all residential burglaries are reported to the police, according to the 2019/20 National VoCS (Stats SA, 2020a).

Theft of vehicle and motorcycles

The theft of vehicles and motorcycles is an urban problem, with 74% of these crimes recorded in the nine cities. The metro average rate is 101 thefts per 100 000 compared to 59 thefts per 100 000 nationally, with Tshwane and Johannesburg (until 2018/19) having rates well above the metro average.
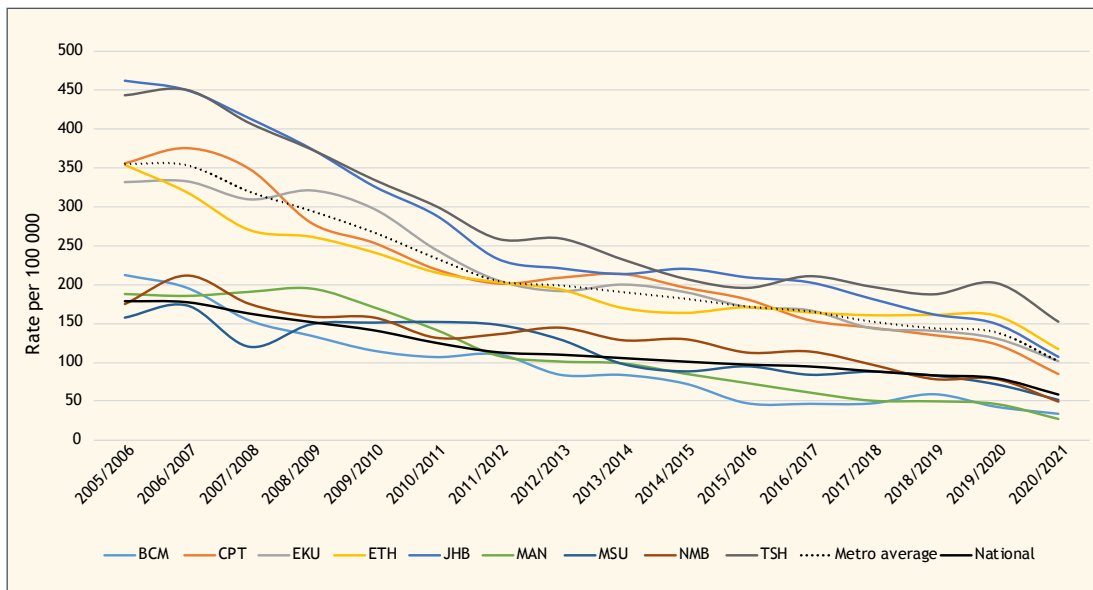
Figure 10: Recorded vehicle and motorcycle theft rates per 100 000 (2005/06–2020/21)

Between 2005/06 and 2019/20, vehicle thefts show a general downward trend, of between 67% and 85%, in all cities. This trend continued in 2020/21 with double digit reductions, of between 21% and 41%. Tshwane's rate was the highest of all cities, at 152 thefts per 100 000 population, followed by eThekwini (117 thefts) and Johannesburg (107 thefts).

Carjacking

Carjacking is one of the "trio crimes" prioritised by SAPS, and predominantly an urban problem: three-quarters of all car hijackings take place in metro areas, and Johannesburg is where more than a fifth of all carjackings in South Africa occur. The metro average of 49 carjackings per 100 000 population is nearly twice the national average of 28 per 100 000.
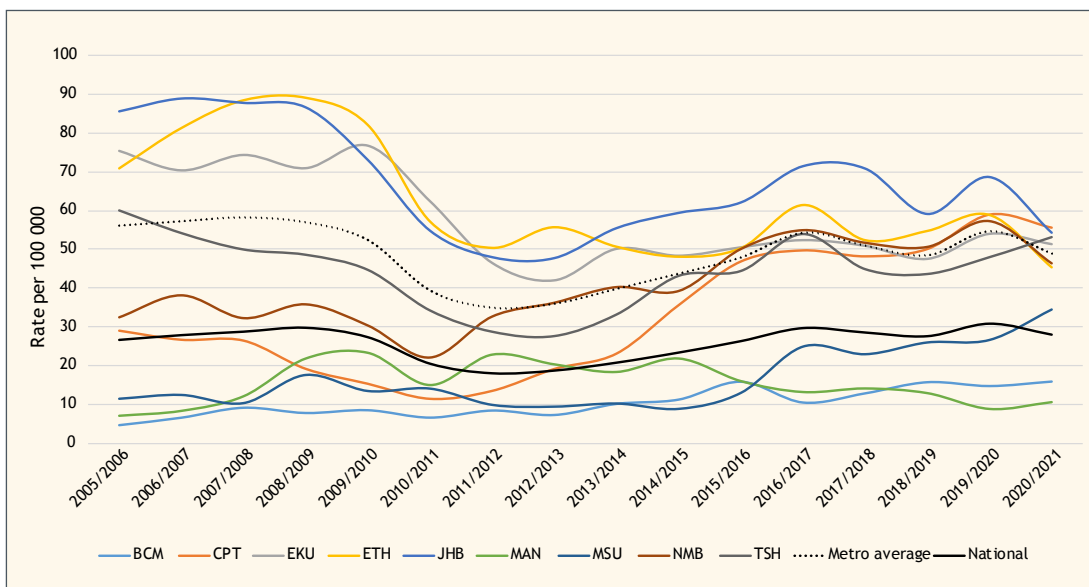
Figure 11: Carjacking per 100 000 (2005/06–2020/21)

Over the past 16 years, carjacking rates in Johannesburg, Ekurhuleni and eThekwini have been consistently well above the national average. However, since 2005/06, this crime has decreased significantly in the Gauteng metros of Johannesburg (↓37%), Ekurhuleni (↓32%) and Tshwane (↓11%) and in eThekwini (↓36%), but increased exponentially in Buffalo City (↑237%) and Msunduzi (↑199%), as well as in Cape Town (↑91%), Mangaung (↑49%) and Nelson Mandela Bay (↑43%).

Since 2010/11, carjackings have increased sharply in Cape Town (↑383%), Msunduzi (↑144%), Buffalo City (↑139%), Nelson Mandela Bay (↑110%) and Tshwane (↑55%). Between 2019/20 and 2020/21, carjackings increased in Msunduzi (↑29%), Mangaung (↑20%), Tshwane (↑11%) and Buffalo City (↑8%). However, encouragingly in 2020/21, three cities saw a decrease in carjackings: eThekwini (↓23%), Johannesburg (↓21%) and Nelson Mandela Bay (↓19%).

Crimes detected as a result of police action

Since 2005/06, Cape Town has had the highest rate of crime detected as a result of police action, of which most were drug-related crimes because many police operations target those selling and purchasing drugs. However, as mentioned earlier, police action does not affect the actual levels of use and distribution of drugs, and so changes in these figures should not be used as an indicator of this crime type.
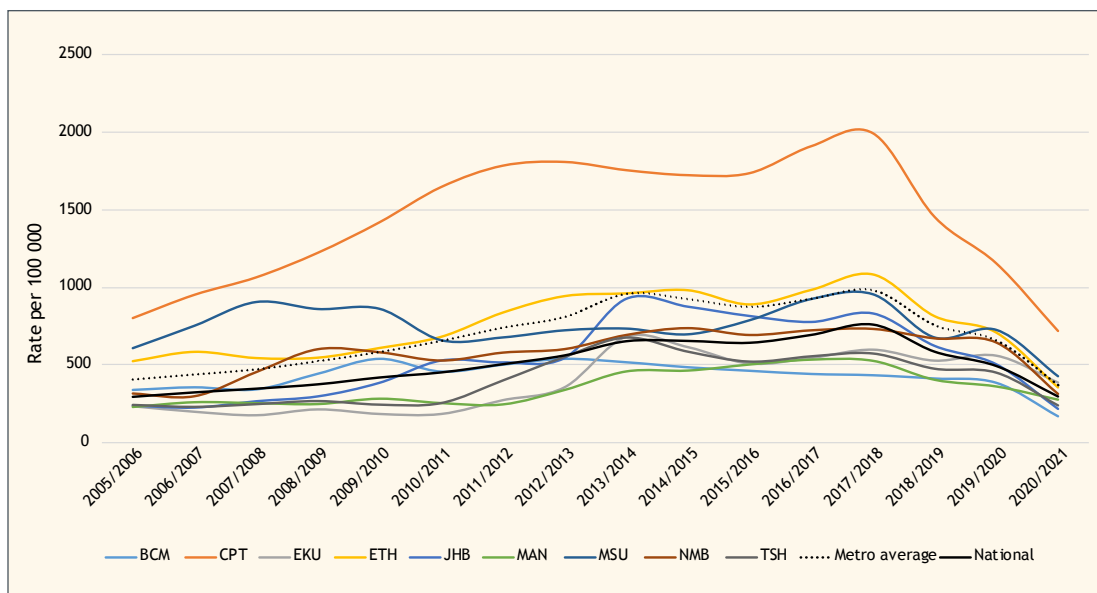
Figure 12: Total crime detected through police action per 100 000 (2005/06–2020/21)

Despite a steep drop in the rate of drug-related crimes since 2017/18, Cape Town still contributes nearly one-fifth of the total national figure. Between 2019/20 and 2020/21, these crimes declined in all cities, which was probably due to policing operational strategies moving away from drug-related crime, following the High Court judgement decriminalising the possession of marijuana for personal use. In 2020/21, police resources were diverted to the enforcement of the lockdown restrictions under the regulations of Disaster Management Act.

The importance of urban crime research

Factors driving crime include declining socioeconomic conditions and greater inequality; increased political corruption that results in lower police and criminal justice performance, leading to declining public trust in the government; an influx of firearms into high-risk areas and increasing inter-group conflicts (gang and taxi violence). These factors are far more pronounced in places experiencing rapid urbanisation, and most serious crimes occur in urban areas. The nine cities are home to almost half (43%) of South Africa's population but account for 75% of carjackings, 74% of vehicle thefts, 62% of aggravated robberies overall, 56% of residential robberies, 50% of murders, 49% of business robberies, 40% of reported sexual offences, 39% of reported residential burglaries and 37% of reported serious assaults.

However, crime is not evenly distributed within the cities, as different structural and socioeconomic factors are driving increases in murders and other crimes in different neighbourhoods and even street blocks. More detailed research is needed, to determine when, where, how and why these crimes take place. Sound city-level data would enable authorities to establish the "why" and develop more effective responses to the structural and socioeconomic drivers of violence and crime, according to place- and time-specific drivers. Only then can these cities achieve their potential as safe, inclusive, and prosperous places.

The indicators database

The previous annual State of Urban Safety reports identified and described 21 indicators for undertaking comparative assessments of "safety" in the nine cities (Figure 13).

Conditions of crime and violence

Social/structural risk factors

City responses

CRIME AND VIOLENCE INDICATORS

OBJECTIVE FACTORS

Indicator 1:
  Murder rates
Indicator 2:
  Assault rates
Indicator 3:
  Robbery rates
Indicator 4:
  Property-related crime rates
Indicator 5:
  Sexual offences rates
Indicator 6:
  Public/collective violence rates
Indicator 7:
  Police activity

SUBJECTIVE FACTORS

Indicator 8:
  Experience of crime/violence
Indicator 9:
  Feelings of safety/fear of crime
Indicator 10:
  Perception of/satisfaction with law enforcement/ police

Indicators 1–7 are derived from the annual police statistics.

Indicators 8–10 are derived from Statistics South Africa's victimisation, governance and other surveys such as the Census.

SOCIAL/STRUCTURAL RISK FACTOR INDICATORS

URBANISATION FACTORS

Indicator 11:
  Rapid population growth
Indicator 12:
  Population density
Indicator 13:
  Social incoherence/ family disruption

MARGINALISATION FACTORS

Indicator 14:
  Poverty
Indicator 15:
  Income inequality
Indicator 16:
  (Youth) unemployment
Indicator 17:
  Deprivation of services

SOCIAL AND PHYSICAL ENVIRONMENT FACTORS

Indicator 18:
  Informal housing
Indicator 19:
  Infrastructure
Indicator 20:
  School conditions and violence
Indicator 21:
  Access to alcohol, drugs, firearms

Indicators 11–21 measure risk factors that affect levels of crime and violence within cities.

STRATEGY TYPES

POLICING AND SITUATIONAL STRATEGIES

- Innovative police activity
- Collaboration between state and non-state policing (like CPFs)
- Prevention through environmental design (CPTED) – situational crime prevention and target hardening*

SOCIAL AND SITUATIONAL STRATEGIES

- Social strategies such as victim support and counselling, programmes aimed at children/youth/schools, reducing alcohol/drugs access.
- CPTED: upgrading, transport etc.

Figure 13: The 21 indicators of crime and safety

In 2021, the SACN USRG reviewed the existing 21 indicators, as some indicators were not available for all cities. Between September 2020 and October 2021, the Institute for Security Studies and its partners undertook the review, which included consulting with 95 experts. The review built on the original research, focused mainly on indicators 11–21 and resulted in some revised indicators, as described below.

INDICATOR 1: The murder rate is considered a good indicator and a proxy for general levels of violence, as it is readily measured and relatively well reported. It can be supplemented by data from mortuary reports should there be accuracy concerns. The rate is per 100 000 people in the residential population.

INDICATOR 2: Assault with intent to inflict GBH is per 100 000 people in the residential population. However, this indicator should be interpreted with caution, as victim surveys suggest that only about half of the assaults in South Africa are ever reported to the police land no city-level data is available on the proportion of crimes reported.

INDICATOR 3: Aggravated robberies involve a weapon such as a firearm or a knife in direct contact with a victim, and is per 100 000 people in the residential population. However, this indicator should be interpreted with care, as not all robberies are reported to the police: victims of robberies of insured articles (such as a vehicle during a carjacking) are more likely to be reported to the police, whereas fewer than half of victims of street robbery report the incident to the police.

INDICATOR 4: Property-related crimes include burglaries and thefts of, for example, motor vehicles or stock. Again, reporting of this crime varies considerably, depending on whether or not the household is insured. The rate is per 100 000 people in the residential population.

INDICATOR 5: Sexual offences are particularly poorly reflected in official police statistics. Data remains limited, although there has been some improvement, through differentiating the types of sexual offences. To make sense of the officially recorded rates of sexual offences, large-scale specialised surveys are needed (Vetten, 2014), and so patterns and trends in recorded rates of sexual offences should be interpreted with extreme care. The rate is per 100 000 people in the residential population.

INDICATOR 6: SAPS makes available comprehensive data for public/collective violence at national, provincial and station level, but the incidents reflect the number of cases opened rather than the actual number of violent protests. The nature of public or collective violence is also context-sensitive, and so further research is necessary at city level. The rate is per 100 000 people in the residential population.

INDICATOR 7: Police-detected crimes include the illegal possession of firearms and ammunition, drug-related crime and driving under the influence of alcohol or drugs. Here, the indicator covers driving under the influence of alcohol or drugs per 100 000 people in the residential population. Police activity rates are related to police capacity and motivation, and (unlike the other objective indicators of crime), lower numbers signal that police are failing to get out on the streets and prioritise these crimes. However, this indicator is not a perfect measure of police activity levels, as it does not reflect, for example, the quality of investigations and station-level performance. This indicator overlaps somewhat with Indicator 21 (access to alcohol, drugs and firearms), which also reflects the extent to which people are driving under the influence.

INDICATOR 8: The experience of safety indicator is based on the proportion of residents in the 2016 Community Survey who said they had been a victim of any crime in the past 12 months. Updated victimisation rates for metros can now be calculated with the data released by Stats SA's annual Governance, Public Safety and Justice Survey. The 2019 National VoCS contains data for victims of housebreaking, home robbery, murder, damage to property, assault and sexual offences, and the compatibility of a possible composite indicator using these crimes was investigated. Stats SA shared this information for each of the metros, but only the crime of housebreaking provides a percentage representative at a metro level, and no data was available for Msunduzi.

INDICATOR 9: How safe residents feel is measured by the proportion of respondents in each municipality who said that they would feel either "a bit unsafe" or "very unsafe" walking alone in their neighbourhood during the day or at night. The previous data was from the 2016 Community Survey, while this year's report uses perception of safety from Stats SA's 2019 National VoCS. Updated data was not available for Msunduzi.

INDICATOR 10: Residents' perception of or satisfaction with law enforcement is measured by the proportion of those sampled in Stats SA's National VoCS who answered "yes" to the question of whether they were satisfied with the police services in their area. However, it is not possible to determine from the data whether respondents were referring to SAPS, the Metro Police or both. From 2015/16, Stats SA opted to provide its VoCS data at the district level, which was an important improvement in terms of city-level data on subjective experiences of crime and safety and can be attributed to the USRG's persistent advocacy on this matter to Stats SA. The 2019 National VoCS measures satisfaction only of those who used police services, and so the satisfaction rate is higher than in previous surveys.

INDICATOR 11: This is the projected annual population growth rate based on the MYPE for 2020, from the 2021 Stats SA district council tables, and expressed as a percentage of the base population, which is an average for the period 2015–2020.

INDICATOR 12: This is the average number of people per square kilometre living in the city, as recorded in the MYPE (contained in the 2020 Stats SA district council tables) and the square kilometre of the cities updated for the new 2016 boundaries by the Municipal Demarcation Board.[18] This indicator can be strengthened once the ward-level data become available after the next Census.

INDICATOR 13: Social incoherence/family disruption is a composite of the following variables from Census 2011: (i) the percentage of households in the municipality who had moved to their current address within the last five years; (ii) the percentage of child-headed households; (iii) the percentage of female-headed households. The percentage of households who rent, rather than own or are paying off their property, was removed from the composite indicator, as this is an outdated method of measuring movement of houses, especially in more informal areas. This indicator could be redeveloped based on the information available in the next Census.

INDICATOR 14: Poverty is measured by the city Human Development Index (HDI), which is a composite of life expectancy, literacy and gross value added per capita (data from 2018). The values range between 0 and 1, with 1 being the most developed. The team captured the 2019 HDI for each district contained in the DDM municipal profiles, highlighting the importance of adopting the socioeconomic indicators used in the DDM for the Safety Indicator Matrix.

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18   www.municipalities.co.za

INDICATOR 15: Income inequality is measured by the city's Gini coefficient as contained in the SACN's SA Cities Open Data Almanac (SCODA).[19] It is reflected as a value between 0 and 1, where 0 is perfectly equal and 1 is perfectly unequal. Data for the 2020/21 indicator was sourced from the 2019 HDI for each district contained in the DDM municipal profiles, again highlighting the importance of adopting the socioeconomic indicators used in the DDM for the Safety Indicator Matrix.

INDICATOR 16: The city's youth unemployment rate is from Census 2011, as the Quarterly Labour Force Surveys do not provide for city-level or youth-specific data. However, a youth unemployment rate figure will be available at a metro, district and municipal level when the next Census data is released. Until then, only total unemployment is available for inclusion. The most complete source is the Quantec data derived from the Stats SA data, but freely available only for the pre-COVID period at the time of the review.

INDICATOR 17: Deprivation of services is measured by the average percentage of city residents without piped water inside their dwelling, a flush toilet in their house or yard, or access to electricity, taken from the 2016 Community Survey.

INDICATOR 18: Informal housing is measured by the proportion of city residents who are not living in formal dwellings, taken from the 2016 Community Survey but updated for 2018. This can be updated when the next Census data is available.

INDICATOR 19: Infrastructure includes adequate lighting and accessible roads, but no comparable city-level data is currently available. Therefore, the physical vulnerability index from the CSIR Green Book was used. This index looks at the "physical fabric and connectedness of the settlements in the municipality"[20] and is a composite of the following variables from the Census: road infrastructure (road density); housing type (combining informal structures, government-subsidised housing and illegal occupation, when available); housing density; accessibility within the local municipality; and maintenance of infrastructure (not yet available). The more remote and/or structurally vulnerable, the higher the physical vulnerability score (1 = low and 10 = high vulnerability).

INDICATOR 20: School conditions and violence is a good indication of the level of urban violence. However, no comparable city-level data on this indicator is available, and possible indicators are still being investigated.

INDICATOR 21: No comparable city-level data is available to measure access to alcohol, drugs and firearms, and so a rough proxy was proposed in the form of SAPS category "police-detected crimes", i.e., drug-related crimes, driving under the influence of alcohol or drugs, and illegal possession of firearms and ammunition. (Note: SAPS also includes sexual offences detected as a result of police action in this category, but these offences are not included in the calculation of the indicator.) Following recommendations from the Urban Safety Indicators Expert Workshop held on 24 July 2018, this indicator was split into its three components for the report, although using driving under the influence as a sub-proxy now directly contradicts indicator 7, which uses the same as a measurement of police activity.

19   https://scoda.co.za/

20   https://greenbook.co.za/.

Rapid diagnostic

Table 5 shows the 21 indicators for the nine cities, grouped into objective, subjective and social/structural indicators. The following should be noted:

- Indicators 1–7 and 21 were updated with new data from SAPS (2020/21).
- Indicators 8–10 were updated with Stats SA's 2019 VoCS data.
- New data was formulated for all indicators and, where possible, for indicators 11–19.
- Indicator 20 does not have data available, but talks are underway with the Department of Basic Education about prioritising the development of such an indicator.

Colour coding is used as a way to compare city performance, not as an assessment of the significance of the indicator in driving crime in each city. Thus a city may appear to be doing relatively well compared to the other cities (green), but this does not mean that the indicator is at an acceptable level. For instance, all cities have high Gini coefficients (Indicator 15: income inequality) and so green does not mean that the measure is at an acceptable level in that city. This diagnostic is aimed at providing some guidance on the specific challenges that each city should focus on.

Table 5: Comparison of cities across the 21 indicators (2020/21)

INDICATOR	BCM	CPT	JHB	EKU	ETH	MAN	MSU	NMB	TSH
OBJECTIVE INDICATORS									
1 Murder rate	42	67	27	26	47	26	54	71	18
2 Assault rate	447	198	229	193	174	327	224	213	155
3 Robbery rate	240	340	296	252	291	165	230	341	282
4 Property-related crime rate	931	803	508	516	654	675	714	724	687
5 Sexual offences rate	134	88	58	63	64	103	73	100	55
6 Public/collective violence rate	4	11	3	4	5	8	3	2	3
7 Police activity (reverse indicat	51	41	52	168	24	66	66	21	57
SUBJECTIVE INDICATORS									
8 Experience of crime/violence	5%	6%	6%	4%	6%	4%	8%	8%	5%
9 Feelings of safety/fear of crim	30%	29%	31%	45%	51%	30%	46%	33%	37%
10 Satisfaction with law enforce	55%	78%	77%	80%	59%	75%	77%	73%	72%
THE SOCIAL/STRUCTURAL INDICATORS									
URBANISATION									
11 Rapid population growth	-0.04%	2.5%	3.7%	3.0%	1.7%	1.3%	1.4%	0.5%	3.3%
12 Population density	291	1840	3565	2016	1556	88	939	618	592
13 Social incoherence / family d	16%	14%	14%	12%	14%	15%	18%	14%	14%
MARGINALISATION									
14 Poverty (higher is positive)	0.68	0.75	0.73	0.71	0.67	0.68	0.66	0.70	0.73
15 Income inequality (higher is	0.634	0.621	0.625	0.630	0.623	0.620	0.630	0.628	0.617
16 Unemployment	34%	21%	25%	27%	28%	24%	32%	31%	24%
17 Deprivation of services	12%	3%	6%	9%	7%	11%	4%	4%	9%
SOCIAL/PHYSICALENVIRONMENT									
18 Informal housing	19%	11%	9%	11%	8%	7%	6%	5%	10%
19 Infrastructure	6.6	3.1	1.0	2.6	6.4	5.5	4.9	3.9	4.5
20 SCHOOL CONDITIONS AND VIOLENCE									
21 Access to alcohol, drugs, fire	169	718	217	387	355	277	427	314	240
21a Access to alcohol	51	41	52	168	24	66	66	21	57
21b Access to drugs	104	630	142	190	273	169	323	260	166
21c Access to firearms	14	46	21	25	25	9	20	32	14

Legend

City is doing relatively well compared to the other cities	City is doing about average compared to the other cities	City is doing relatively poorly compared to the other cities

Many of the objective and subjective indicators for **Buffalo City** compare unfavourably to most of the other cities. It continues to display high levels of violent interpersonal crime, with the highest rates of assaults and sexual offences compared to the other cities and the second highest rate of property-related crime (second only to Cape Town).

Cape Town has the second highest population growth and density of the nine cities and, despite a reduction in most social and structural risk factors, the income inequality gap has increased (albeit slightly). It continues to have very high rates in almost all crime types, but murders, robberies and property-related crimes have reduced. The City moved from being the highest ranked city for robberies and property-related crimes in 2018/19 to second place in 2020/21, after Nelson Mandela Bay and Buffalo City respectively.

Ekurhuleni continues to face social/structural challenges, ranking third for rapid population growth, but has improved income inequality and informal housing rates. It has the second-lowest murder rate and third-lowest assault and robbery rates. The City continues to experience relatively low robbery rates compared to its Gauteng neighbours but slightly higher than Msunduzi and Mangaung.

eThekwini has the second lowest assault rate, third lowest property-related crime rate and robbery rate and fourth lowest murder rate among the cities. Unfortunately public violence data is still drawn from 2018/19 because more recent data is not available for this indicator. The City's social and structural indicators appear to be improving, with improved service delivery and social/physical environment factors, but it scores quite highly on the physical vulnerability index, at 6.4 (where 1=low and 10=high vulnerability).

Despite having the highest population growth and density of all nine cities, **Johannesburg** has the lowest percentage of households living in informal housing (in 2018) and among the lowest unemployment rates. The City has improved its ranking in all but three of the 21 indicators (indicators 10–12 have remained generally the same). Relative to the other cities, Johannesburg's crime rates are low, except for the robberies and assaults.

Mangaung continues to have the lowest robbery rates among the nine cities and has improved its murder rate, ranking second to Tshwane, alongside Ekurhuleni. However, it has the second highest public violence rate after Cape Town. Mangaung's social and structural indicators suggest that urbanisation factors are less likely to be key drivers of crime than in most other cities, as population density and social incoherence remain relatively low. However, the other social and structural indicators, such as poverty, income inequality and deprivation of services, are relatively high.

Compared to the larger cities, **Msunduzi** has middling to low crime rates but ranks high in subjective indicators, with residents having the highest experience of crime/violence and second-highest feeling of unsafe (indicator for the district). Msunduzi's social and structural indicators point very clearly to challenges with marginalisation, particularly poverty, unemployment, informal housing and deprivation of services, but show improvements in income inequality.

Nelson Mandela Bay ranks first for murders and robberies and last for police activities, indicating the lowest level of police operations. It is ranked third for property-related crimes and sexual offences. However, despite having the third highest unemployment level, it performs well for most social and structural indicators compared to the other cities.

Tshwane has relatively low rates of interpersonal violent crimes, including the lowest rates of murder, assault and sexual offences. The city enjoys the lowest murder rate out of all nine cities but has seen an increase in robberies, falling to fifth place. Its social and structural indicators have improved slightly, but urbanisation continues to be a challenge, with less rapid population growth but growing income inequality.

A more detailed analysis of each city's position for the 21 indicators is provided in Annexure A of this report.

PHOTO ESSAY

Hope and Home in Kliptown:

navigating City Spaces as a Woman

Kliptown is a place where people build their own shacks. Most of them come from locations where they cannot afford the rooms. That is how the shacks spread.

Most of my childhood I spent in Kliptown. My mother was staying in Kliptown. She has a shack there. The reason why I went to stay in Kliptwon is because of her.

Most mothers are not working. Even if I am not around my neighbor can look after my child. I also look after her one.

We are living nicely because we are united. When I have a problem, we help each other. When something happens at night, like a shack burning, we can scream or blow those Vuvuzelas.

Last year in June, most things happen in June, thugs arrived here – they stayed in Mandela Square (it's still in Kliptown). They broke into one of the houses. When they arrived in that house a woman screamed. When she screamed the whole community came out. And then we helped. The thugs ran away but then we managed to catch one. We took him to the police station.

It's not a safe place but there is nothing I can do because I am old. I must stand on my own.

Chapter 3: Learning and Sharing

The USRG serves as a platform for structured engagement on urban safety, both internationally and locally. Activities include knowledge exchange (peer-to-peer learning), knowledge generation and sharing, advocacy, technical capacity-building, supporting and encouraging South-South learning and cooperation, and furthering North–South learning opportunities (e.g., with the Canadian Municipal Network on Crime Prevention/Safer Cities Canada, and the European Forum on Urban Security).

USRG meetings

In 2020/21, the USRG held both facilitated plenary meetings and review meetings (Table 6). Most of the meetings took place virtually due to the COVID-19 pandemic – the facilitated plenary meetings were initially held quarterly/bi-annually and then shifted to monthly virtual sessions. Although the shift to online meant losing some of the value that comes from in-person meetings and site visits to city projects, it also enabled more frequent sessions.

Table 6: USRG meetings in 2020/21

	CATEGORY	FOCUS
1	Facilitated Plenary Meeting	Joint session: USRG and EPWP Reference Group
2	Facilitated Plenary Meeting	Mainstreaming urban safety in cities
3	Facilitated Plenary Meeting	Political champions
4	Facilitated Plenary Meeting	Cross-cutting issues
5	USRG Review Meeting	USRG Review Session #1
6	Facilitated Plenary Meeting	Communication Strategy Session
7	Facilitated Plenary Meeting	Cross-university platform
8	Facilitated Plenary Meeting	Gender and safety
9	USRG Review Meeting	USRG Review Session #2

USRG facilitated plenary meetings

The USRG held seven plenary meetings that were structured to align with five outcomes:

- Improved understanding and behaviour of policy-makers, community-based organisations (CBOs), business and communities regarding safety.
- The mainstreaming and institutionalisation of safety across participating cities.
- Greater political will, ownership and championing of urban safety.
- The prioritising of an evidence-based, gender-centred, community-oriented approach to prevention within city safety strategies.
- Sufficient finances and capacities for the USRG to be sustainable.

The meetings were facilitated by the Nantso Holdings Team, comprising Dr Bangani Ngeleza, Ms Lebohang Pheko and Ms Asandiswa Nkohla, who guided USRG members in exploring thematic topics related to the five outcomes and the USRG's broad objectives. The focus was on identifying short-term actions and longer-term institutional interventions, in support of the urban safety community in South Africa and abroad.

The joint session between the USRG and the Expanded Public Works Programme (EPWP) RG took place over two meetings, in **December 2020 and January 2021.** Since 2015, the USRG and the EPWP RG have worked together to explore ways of leveraging the EPWP for crime and violence prevention initiatives, in the absence of national funding for municipal safety functions. This collaboration shows how learning and practice can be used for deep, interdisciplinary or cross-departmental collaboration, and could demonstrate how to share budgets across functions – a practice that is complex, if not impossible, due to the rules, conventions and institutional culture that govern implementation. At the session, the USRG and EPWP RG identified potential collaborative projects for the year, specifically using the EPWP to upscale the Stepping Stones Creating Futures (SSCF) Project, which Project Empower in eThekwini is implementing within disadvantaged communities. The SSCF Project includes a basket of COVID-19 response measures that focus on holistic/inclusive GBVF prevention. The Medical Research Council of South Africa is evaluating the project's contribution to preventing intimate partner violence among young people.[21]

In **March 2021**, the USRG held a facilitated session on "mainstreaming and the sustainability of urban safety", with the aim of sharing best practices and experiences, and identifying constraints and solutions, opportunities for collaboration and ways of sustaining the USRG over the longer term.

- **Constraints to mainstreaming urban safety**: insufficient human and financial resources; institutional arrangements (e.g., the lack of a dedicated safety unit), which are linked to urban safety being seen as a policing issue rather than a multi-departmental issue; and the absence of specific budget allocations for urban safety or community participation initiatives and community

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21 For further reading, please see: https://www.whatworks.co.za/global-programme-projects/stepping-stones-and-creating-futures-south-africa

safety forums (CSFs). From a national department perspective, the main challenge is that plans across spheres are not integrated, while funding priorities target specific sites and services but are frequently silent on safety issues.

- **Proposed solutions**: positioning the urban safety unit more appropriately, to ensure greater influence within the institution; developing a common understanding of crime, violence and safety and transversal collaboration across departments; incorporating safety into city strategies and policies; and ensuring that urban safety matters are visible in IDPs. From a national perspective, sector departments need to integrate urban safety into their workplans, to ensure improved strategic focus.
- **The sustainability of the USRG**: the USRG will continue to be convened by SACN, given the reality of diminished resources within cities, especially post-COVID-19.

The **April 2021** meeting focused on developing an urban-safety communications strategy, to ensure that the USRG's research, analysis and key messages reach crucial target audiences effectively and impactfully – and to secure resources. Positive dialogues should be fostered with participating cities, potential partners, governments, technical experts, opinion leaders, the media and civil society. Ways in which the USRG's messaging can be shared include through podcasts, video vox pops, opinion pieces/blog articles, repurposing existing products as graphic and data stories, and Instagram live sessions, aligned to the SACN communications strategy. Input from this meeting will be integrated into a formal communications strategy.

At the **May 2021** session, the USRG discussed establishing a cross-university platform. Presentations by Dr Mark Shaw of the Global Initiative Against Transnational Crime (Geneva) and Anine Kriegler of the University of Cape Town (UCT) Criminology Department highlighted limitations to urban safety research. In South Africa, challenges include a lack of creativity, politicisation, ideological differences between political players, and anti-intellectualism in relation to the security sector, while academics have few incentives to get involved with urban safety research,[22] which has no clear location within government. A broader policy discussion is needed that goes beyond policing. The members agreed on the following:

- Policy-makers should be trusted, but political distrust could influence a multi-sectoral platform.
- The course offerings must extend beyond criminology, to touch on city functions and include research disciplines that contribute to urban safety, e.g., town planning and architecture.
- Cities should create platforms to promote key areas and themes requiring research within their precincts, as students frequently struggle to find relevant research topics.
- The USRG requires reliable funding sources from government and international organisations if it is to establish a cross-university platform, and careful consideration needs to be given to how the SACN can provide the research support for establishing urban safety as a discipline within the tertiary system.
- The next practical step should include mapping all relevant academic institutions and their offerings within the space.

In **August 2021**, as part of Women's Month activities, the USRG hosted a webinar on "Gender Centred, Community-Oriented Approaches to Urban Safety", with speakers from academia and national departments, including Dr Yaliwe Clarke (UCT's African Gender Institute), Ms Nomsa Nabo (DWYPD) and Ms Josephilda Hlophe (Department of Planning, Monitoring and Evaluation). The subsequent discussion focused on who should take the lead in driving gender mainstreaming/alignment at city level, the capacities required to build gender-inclusive policy and the important policy areas. The following activities were identified:

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22 Urban safety does not feature within the South African university agenda, and very few accredited journals address the topic.

- Develop and document best practices and case studies, for cities to consider incorporating within their implementation plans.
- Identify and draw insights from global experiences and practices.
- Access support for measuring "softer" aspects, such as social cohesion, including identifying the appropriate indicators (emphasising impact rather than activities) and gathering data.
- Frame the gender perspective on urban safety and city safety planning (by the USRG).
- Integrate gender alignment into municipal safety plans.
- Develop specific and practical guidelines for safety planning.
- Partner with SALGA to include gender advocacy in the orientation for new political incumbents.

USRG working group sessions

Working groups are smaller teams that focus on selected topics and produce knowledge products on behalf of and in consultation with the wider USRG. During 2021/22, the four USRG working groups each met twice to discuss specific topics. In addition, the working groups guided service providers in the development of policy briefs and practice guides, participated in bilateral expert interviews, and convened webinars and content verification sessions to inform these knowledge products (see "Knowledge Generation" (page 49) and "Knowledge Sharing" (page 52) sections).

OPEN PUBLIC SPACES (SACN, GIZ-VCP, Johannesburg, eThekwini, Tshwane)	COMMUNITY ENGAGEMENTS FOR COMMUNITY SAFETY: IMPROVING CITY CAPACITY (SACN, GIZ-VCP, eThekwini, Johannesburg, Nelson Mandela Bay, Buffalo City)
ADAPTING THE GUIDEBOOK ON MUNICIPAL SAFETY PLANNING TO THE METRO LEVEL (Ekurhuleni, eThekwini, Tshwane, Johannesburg, SACN, GIZ-VCP)	DEVELOPING A LOBBYING STRATEGY TO IMPROVE THE UNDERSTANDING OF POLITICAL PRINCIPALS REGARDING URBAN SAFETY (SALGA, National Treasury's NDPP, eThekwini, Johannesburg, GIZ-VCP)

USRG review sessions

Two USRG review sessions were held to assess the progress and performance of the USRG operational plan.

In **March 2021,** the mid-term review modified the format of future sessions based on past attendance and quality of participation. Following a presentation by the SACN's CEO, Sithole Mbanga, on the SACN's draft strategy for 2021–2026, the discussion centred on the inclusion of urban safety, in particular how the SACN could garner further support for the urban safety agenda. This laid the groundwork for the full-term review.

In **June 2021,** the final review session resulted in the USRG Secretariat refining the focus and format of some of the remaining activities, particularly in light of the November 2021 local government elections.

Recommendations for the USRG

Using the Galbraith's Star Model[23] to assess the USRG in terms of strategy, people, rewards, processes and structure, recommendations were developed and agreed to by members, with some amendments and comments, as detailed below.

1. **Share responsibility for the strategy among members**, by making each member city responsible for leading and coordinating the delivery of selected outputs. This recommendation is crucial for closer ownership of the USRG and its operational plan, as members experience some constraints due to institutional policies that need to be taken into account during implementation.
2. **Agree on a long-term organisational vision for the USRG**, as a base for identifying medium-term goals for the USRG as an institution, i.e., complementary to the programme goals. The USRG's impact statement and five outcomes are sound, but what is needed is a long-term institutional vision and to identify and acknowledge areas that are beyond the USRG's scope and capacity.
3. **Initiate the process to expand representation to include intermediate city municipalities (ICMs) on the USRG**, with inbuilt mechanisms to guard against the dilution of the agenda, such as having separate sub-structures for metros and ICMs. The concern is that including ICMs could dilute the USRG's focus and lead to unstable attendance, and so discussions are ongoing to find a way of working with ICMs.
4. **Formally extend USRG membership to city officials whose mandate is related to safety**, such as development planning, human settlements and parks.
5. **Formalise the appointment of city representation on the USRG**, which would allow appointees to have their role and contributions to the USRG programme reflected and acknowledged in their performance agreements, and would also improve accountability and report-backs between cities and the USRG. This is crucial for city-level institutionalisation, but further discussion is needed on how to integrate USRG work into the key performance indicators (KPIs) of member metros. Members noted that the low participation levels at USRG meetings and events are not a reflection of the USRG's value but rather a result of competing professional priorities, especially with COVID-19 and the realities of working virtually. This could be addressed through an institutional link between the USRG functions and members' KPIs, which would require the official mandates of the USRG and member municipalities being aligned, as a way of rewarding participants.
6. **Conduct an honest assessment of the value-add and member expectations of the USRG**, preferably annually, and use the outcomes to align operations.
7. **Encourage cities to reward participation of appointed representatives in the USRG** through normal performance management and reward mechanisms (which would require the USRG to develop a clear value proposition).

23 https://www.jaygalbraith.com/images/pdfs/StarModel.pdf

8. **Introduce a system for rotating the hosting of USRG sessions among member cities,** where the host city takes responsibility for preparing the programme and for the chairing sessions, with support from the Secretariat. This was the approach adopted prior to COVID-19, when in-person sessions took place on a quarterly basis.
9. **Build on the USRG's culture,** which is characterised by "comradery, politeness and respect", as a foundation for making the improvements needed to establish a network that is more effective in achieving its desired outcomes.
10. **Commission an external evaluation** to assess progress towards the USRG's outcomes as reflected in the Phase IV Plan. This should include verifying the underlying Theory of Change. In December 2021, the terms of reference for a service provider to conduct the review of Phase IV were issued.

Knowledge exchange

In the past, knowledge exchange activities were mostly in-person engagements between cities and other stakeholders, during which approaches and practices were shared on site. During 2020/21, many of these activities shifted to online.

Buffalo City Metropolitan Municipality

Although not aware of specific knowledge exchange activities or events, municipal officials indicated an interest in sharing knowledge with the USRG on planned and possible alternative safety measures for two significant developments currently underway: Water World (the "Water Park") and an interactive park on the Quigney Beachfront.

City of Ekurhuleni (CoE):

- City officials participated in knowledge-sharing activities and engagements with SALGA, GIZ, GIZ-VCP, SACN and the USRG. These engagements assisted officials to understand the concepts of urban safety, safer cities, better planning, community participation, leadership, coordination and accountability.
- City officials benefited significantly from engagements and learning activities undertaken with the City of Tshwane.
- For city officials, the learning and support from the USRG has broadened their urban safety knowledge related to safety audits, planning, meaningful community participation, coordination and individual department responsiveness for integrating safety within their programmes and projects.

eThekwini Metropolitan Municipality (EMM):

- The City hosted sessions on the transversal management of safety, which were aimed at understanding that safety is everyone's responsibility, i.e., each department has a role to play in strengthening partnerships, growing trust, promoting the active involvement of local people in governance, and creating a partnership environment.
- Capacity-building for councillors through training carried out with GIZ, SALGA and the CSPS. This is essential, so that councillors understand the municipality's transversal service delivery.
- Various learning-exchange sessions, including on the SAPS Integrated Safer Cities Programme, street design and safety design (webinar), the Dialogue on Governing for Urban Inclusion in collaboration with the African Centre for Migration and Society and Wits University (July 2021), city design and safety for women and teenage girls (webinar), and with other cities, such as the City of Johannesburg.

City of Johannesburg (CoJ):

- The Johannesburg City Safety Programme (JCSP) Office, which is located within the Public Safety Department, attended/participated in Civic Tech and World Café for Cities Webinar; GIZ-VCP Prevention Dialogues; the SaferSpaces conference and webinar; SPRINT[24] engagements (including learning network sessions and municipal exchanges); the UN-Habitat expert group meeting and meetings on peer review mechanisms; the Urban Festival; USRG workshops, sessions and working groups engagements (including the EPWP RG meetings and providing input on a lobbying strategy and adapting the Guidebook for Provincial and Municipal Officials; World Forum on Cities and Territories of Peace; the World Health Organisation's Inspire – Seven Strategies for Ending Violence Against Children (VAC) training series; and a webinar hosted by Wits University on indicators for safety of children in the city (as a panellist)
- Johannesburg City Parks and Zoo (JCPZ) presented at the UNDP Development Dialogues Event "Cities & Territories of Peace" on 7 April 2021.
- The Migration Sub-Unit within the City's Social Development Department participated in planning the Dialogue on Governing for Urban Inclusion with the African Centre for Migration and Society at Wits University.

Mangaung Metropolitan Municipality

- City officials attended a one-day session on the Safer Cities concept that was held with SAPS and the Free State Provincial Government.
- The municipality participated in a benchmarking, learning and exchange process with eThekwini, Ekurhuleni and Nelson Mandela Bay (August 2021) during which management and executive management teams viewed policing precincts and operations and shared policies, standard operating procedures and directives. Insights from this process were taken back and reviewed for integration in the municipality's work.

Msunduzi Local Municipality

The municipality participated in knowledge exchange activities as part of the USRG. While Msunduzi has historically worked with eThekwini and Ekurhuleni on knowledge-sharing projects, more recently budget constraints have meant that the municipality has only worked with eThekwini.

Nelson Mandela Bay Municipality

Knowledge exchange activities similar to those that took place prior to 2020/21 (e.g., study tours to Germany, Paris, and various countries in South America, undertaken with the support of GIZ) could not take place. Municipal officials expressed a wish to find out about the long-term sustainability of some of these projects and whether the benefits were still in place. The municipality identified the need to learn from other cities about projects that have impact but are not too costly (due to fiscal constraints) and are sustainable in the long term.

City of Tshwane

- City officials participated in SALGA's Municipal Capacity Building Process in Community Safety Planning, an initiative supported by GIZ-VCP, and the Training-of-Trainers Course on Community Safety Planning. Officials who participated in this training collectively decided to establish a Municipal Community Safety Network, to champion urban safety and to engage in knowledge generation and peer learning.

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24 Safer Places: Resilient Institutions and Neighbourhoods Together https://www.saferspaces.org.za/resources/entry/up-scaling-area-based-violence-prevention-intervention-to-respond-to-COVID

- A safety insert was developed and included in the City's 2021–26 IDP, with technical assistance provided by GIZ-VCP and GroundUp.
- Officials participated in the USRG meetings and learning sessions, with the workshops on GBV being especially of value.

Knowledge generation

In addition to the annual State of Urban Safety Report, the USRG develops thematic products aimed at providing practitioners with practical support. In 2020/21, the USRG and its partners developed the following knowledge products:

- Community Engagement for Community Safety, a mini how-to guide for metropolitan local governments.
- Safety Planning in Metro Municipalities, an additional chapter to the Developing Community Safety Plans: A Guidebook for Provincial and Municipal Officials that was developed by SALGA, with the support of GIZ's VCP Programme, the CSPS and its provincial secretariats. This chapter bridges a knowledge gap within the existing guide by focusing on the metros. The webinars and verification sessions were held in partnership with the Built Environment Integration Task Team (BEITT), another of the SACN's peer-to-peer learning and exchange platforms, which provided insights on the integrated planning and human settlements mandate of metros.
- A Guide to Designing Integrated Violence Prevention Interventions.
- The revision of the 2016 Councillor Pocketbook on Building Safer Communities that was developed by SALGA in partnership with the CSPS.
- Three urban safety policy briefs: 1/2020: Public Space and Urban Safety; 1/2022: The Impact of CCTV in Violence and Crime Prevention Practice and the Institutionalisation of Safety; 2/2022: The Leveraging of Public Employment Programmes for Crime and Violence Prevention and Safety.

Community Engagement for Community Safety: A mini how-to guide

Communities are crucial for developing integrated, meaningful approaches to violence and crime prevention, and establishing sustainable strategies, interventions, urban environments and infrastructure. However, the idea of "the community" is not simple, as communities are constantly shifting and numerous stakeholder groups are represented within any one community. Recognising this, the USRG identified the need for a mini how-to guide "on how local government, particularly cities, can meaningfully engage residents and civil society on the topic of Building Safer Communities" (SACN, 2020a: 4). This emerged from work previously undertaken by the USRG Community Engagement Working Group[25] that looked at the challenges associated with engaging and co-creating solutions with communities, particularly relating to safety issues. The Working Group identified the following gaps (USRG, 2020a: 2):

- "Engagement processes are often exclusionary, elitist and rudimentary."
- Institutional and organisational structures contribute to ineffective community engagement.
- "There is a […] need for a cross-section of partners to deal with the various issues."

With input from a range of practitioners and after a process of workshopping and capacitating the actors (e.g. local politicians) who hold a central role in lobbying for urban safety, the USRG developed the Guide. The Guide contains an overview of the factors that complicate and frustrate service delivery (including community engagement issues), guidelines for facilitation, case studies to support knowledge sharing, and a few practical community engagement tools, such as a community engagement planning checklist, an invitation template and an evaluation form template.

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25 This working group included practitioners from eThekwini Safer Cities, Johannesburg's Department of Public Safety, JCPZ, Nelson Mandela Bay's Safety and Security Department, and Buffalo City's Health and Public Safety Directorate.

Safety Planning in Metro Municipalities, in Developing Community Safety Plans: A Guidebook for Provincial and Municipal Officials

Finalised in early 2021,[26] this additional chapter for the Guidebook was developed in response to the recognition that community safety planning in metros requires different scope, capacity, knowledge and expertise (SACN, 2020b). The chapter explains why a differentiated approach is needed for metros; provides input on the policy framework governing safety within a metro, including the NDP, the IUDF and the DDM; and clarifies areas of delineation. Most importantly, drawing from case studies and extensive research, the chapter reflects recommendations from urban safety practitioners and officials in metros related to four areas: Metro Police services, housing and human settlements, spatial development frameworks (SDFs) and land use schemes, and institutional arrangements and coordination mechanisms.

A Guide to Designing Integrated Violence Prevention Interventions[27]

This Guide, developed by GIZ-VCP and Violence Prevention through Urban Upgrading (VPUU), was formally launched on 10 December 2020 at the World Forum on Cities and Territories of Peace. It provides strategies and case studies for designing violence prevention interventions targeted at community and area-based levels, emphasising a whole-of-government and all-of-society approach to violence prevention. The strategies cover sharing knowledge, co-designing integration, fostering active citizenry, building relationships, managing external risks and integrating budgets, while the case studies offer practical insights, drawn from the experiences of practitioners and municipal officials. Although the content is designed to support implementers and practitioners in the urban safety space, the content may also be of interest to other role-players, such as policy-makers, government officials, and elected leaders.

Revision of the 2016 Councillor Pocketbook on Building Safer Communities

Produced by SALGA in partnership with CSPS and the GIZ-VCP programme (CSPRS & SALGA, 2016), this Pocketbook was updated with the support of the USRG, with amendments aimed at addressing area-based violence prevention interventions and policy and data/statistical developments. The revised Pocketbook will be used in SALGA's 2022 councillor induction process, to train new councillors on matters relating to community safety. The aim is to connect local politicians to their technical counterparts and to capacitate them as potential champions for the urban safety agenda, given their ability to assist in lobbying for the finances and capacities needed to effectively respond to the city community/public safety mandate.

Webinar Series & Urban Safety Policy Brief No. 1/2020 on Public Space and Urban Safety

Following a USRG multi-stakeholder webinar series, the Urban Safety Brief on Public Space and Urban Safety was developed, with the support of Temba Middlemann, Simon Mayson, Alicia Fortuin and Rorisang Sojane. The policy brief reflects on the important role that public space plays in societal transformation. Many residents in South Africa experience a lack of public space, which is exacerbated by feeling unsafe due to crime and violence, but disadvantaged neighbourhoods and the most vulnerable within society experience this to a far greater degree. Healthy public spaces are often lost to these communities because of privatisation or because they are experienced as threatening (e.g.,

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26 This additional chapter will be included in the 'Learn How' section of future iterations of the publication: 'Developing Community Safety Plans. A Guidebook for Provincial and Municipal Officials' (the red book).

27 https://www.saferspaces.org.za/learn-how/entry/a-guide-to-designing-integrated-violence-prevention-interventions

for women, girls and the LGBTQI+ community). Planning for safety requires holistic interventions, including a gender focus and interventions that address GBVF and sexual violence. The brief focuses specifically on the role of public space in promoting public safety. It sets out a range of valuable principles for strengthening this link, which include full participation rather than simply "consultation"; local context; development of an integrated approach; holistic interventions; activated public spaces; crime prevention through environmental design (CPTED); homegrown public space, including through informality. In addition, the policy brief emphasises the valuable role that informal workers can play in strengthening safety in public spaces, provides examples of city innovations and best practices, and sets out a range of recommendations for improving the value of public spaces in supporting safety. A more detailed summary of this policy brief is provided in Annexure B.

Webinar Series & Urban Safety Policy Brief 1/2022: The Impact of CCTV in Violence and Crime Prevention Practice and the Institutionalisation of Safety

In February 2022, following two webinars, the USRG finalised this policy brief, supported by Louisa Jokia and Barbara Holtmann of Fixed Africa. Extensive use of CCTV is based on the perception that it is an important instrument for both preventing and reducing crime, and is commonly believed to have a constructive impact on crime because it aids investigations, arrests and convictions. For many, the utility of CCTV outweighs the importance of personal privacy. The policy brief tests and discusses the five main perceptions that spearhead the use of CCTV. It argues that the efficacy of CCTV cameras in South African cities is unproven, and that CCTV is costly; diverts safety budgets away from other important law enforcement activities; and distracts municipalities, the private sector and communities from considering other approaches to crime prevention and urban safety. Although municipal officials continue to support the use of CCTV, perhaps because of the view that CCTV improves safety, the policy brief argues that a variety of other safety and security intervention options should be considered before adopting CCTV systems.

Webinar Series & Urban Safety Policy Brief No. 2/2022: The Leveraging of Public Employment Programmes for Crime and Violence Prevention and Safety

The policy brief was developed following consultation with the USRG and EPWP managers and participants and a review of policy documents. It explores the potential of EPWP projects to promote urban safety and prevent violence, through reducing poverty and increasing youth employment, strengthening specific law-enforcement activities and building social cohesion. Research has found that the potential of the EPWP in preventing violence has not been mobilised at scale, due to a lack of coordination and coherent planning. Case studies from various cities demonstrate how the EPWP can be used to prevent urban violence and the role of municipal and provincial governments. The policy brief argues that EPWP should be designed with clear plans on how to achieve the desired social and developmental impacts, including strategies for the participants to attain long-term job opportunities, greater flexibility to extend the length of existing programmes, and community participation (especially the youth and women). In addition, more systematic monitoring and evaluation of the programmes are needed, with better dissemination of information and lessons learned. To succeed in providing sustainable solutions to urban safety challenges, the EPWP programmes will need to clearly articulate and plan a preventative approach and gather evidence to assess their effectiveness.

Knowledge sharing

SALGA Municipal Capacity-Building in Community Safety Planning

In September 2020, SALGA, GIZ-VCP, CSPS and COGTA initiated the Municipal Capacity-Building Training in Community Safety Planning. The training was structured to support municipalities in building safer communities e.g., through "strengthening institutional capacity of municipalities in developing and implementing violence and crime prevention measures guided by evidence-based […] community safety plans".[28] The training focused on building the capacity of provincial and local government role-players to implement national frameworks on violence prevention, including the IUDF, the White Paper on Safety and Security and the NSP on GBVF. The training, which is based on the Development of Community Safety Plans: A Guidebook for Provincial and Municipal Officials, promotes a transversal understanding of urban safety (CSPS & SALGA, 2018). More than 80 municipal and provincial officials attended the training, including selected officials from two USRG member cities (Tshwane and Ekurhuleni). After the completion of Phases 1–3, a Train-the-Trainer module ensured that the learnings from the training were transferred to municipalities.

SaferSpaces

Knowledge generated is shared through multiple routes, both in-person and online. One of the key online portals through which urban safety knowledge is shared is SaferSpaces, an interactive platform run for and by community safety and violence prevention practitioners in South Africa. Launched in 2014 by GIZ-VCP, SaferSpaces has become a valuable source of information of good practices, experiences and insights. It serves as an online knowledge-sharing and networking portal for community safety, violence and crime prevention practitioners from government, civil society and the research community in South Africa, focusing on preventative approaches for sustainable, long-term solutions to violence and crime. It provides information for community bodies and other stakeholders who are looking for ideas on safety and crime and violence prevention interventions, and resources include a handbook that distils the White Paper on Safety and Security. The platform continues to serve a critical role in providing a networking space and resource for community organisations, NGOs and other urban safety role-players. However, significant and ongoing investment will be needed to support events, activations and various forms of communication, in order to drive sustainable interactions. It also facilitates engagement between safety practitioners in different sectors and disciplines, via webinars. For example, the 2021 SaferSpaces webinar series that ran from February to May 2021,[29] with topics ranging from "Building youth resilience for a safer South Africa", to issues of parenting and early childhood development (ECD), and police responses to the riots.

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28 https://www.saferspaces.org.za/blog/entry/municipal-training-on-community-safety-planning

29 https://www.saferspaces.org.za/events/archive/P10

Knowledge dissemination and networking

Knowledge dissemination and networking activities include engagements at national, regional and international forums and events. With COVID-19, fewer direct engagements took place during the year, but the USRG participated in and shared its experience at the following events:

27 August 2020	Implementing the UN System-wide Guidelines on Safer Cities and Human Settlements
26–28 October 2020	The Expert Group Meeting on Global Urban Safety Indicators and Monitoring Tool (Madrid, Spain)
29 October 2020	The 40-Day Safer Cities Challenge (virtual event)
5 August 2021	Dialogue on Building Safer Neighbourhoods Together (a multi-stakeholder engagement hosted by Isandla Institute on behalf of the SPRINT Project)
30 August 2021	First National Engagement Forum on the National Strategic Plan on Gender-based Violence and Femicide (hosted by the Minister in the Presidency: Women, Youth and Persons with Disabilities)
Throughout 2021	VCP Prevention Dialogues
5 January–7 June 2021	SaferSpaces Webinar and Conference Series
9 July 2021	Dialogue on Governing for Urban Inclusion (held by eThekwini Municipality in partnership with the African Centre for Migration and Society)
26–28 October 2021	The Third Annual World Forum on Cities and Territories of Peace (Mexico City), the culmination of various engagements across throughout 2020 and 2021.

Chapter 4: City Practices

The city practices highlighted in this chapter are not a comprehensive listing of all urban safety projects and initiatives but provide a flavour of the approaches adopted, along with some of the challenges and partnerships formed in cities.

Buffalo City Metropolitan Municipality

Buffalo City Metropolitan Municipality's approach to urban safety is largely carried out through a public safety lens. In the absence of a Metro Police function, safety-related activities fall under the Health and Public Safety Services Directorate and centre on managing traffic and enforcing by-laws, although fiscal constraints affect by-law enforcement. The Buffalo City Municipality Development Agency (BCMDA), which operates along the beachfront and in the inner-city in East London, Qonce (formerly King Williams Town) and Bhisho, focuses on development projects related to urban upgrading, tourism, infrastructure and property management that integrate urban safety elements. In addition, an urban safety perspective is inherent in the precinct planning exercises driven through the Enterprise Project Management Office in the City Manager's Office.

Urban safety projects

Safety and security patrols – extended through the University Town Concept

Recognising the importance of safety for socioeconomic development, tourism and investment, in 2016, the BCMDA implemented a Safety and Security Patroller initiative, which prioritised beachfront safety at Quigney, an area frequented by tourists. Patrollers were brought on board to reduce social crime and other incidents through supporting tourists with information, patrolling the area, providing first aid assistance when needed, and serving as first responders in the event of a medical, security or safety incident. The programme was extended to the East London Central Business District (CBD) and Southernwood, based on an agreement with the University of Fort Hare, with patrollers providing support across three areas frequented by students from the University of Fort Hare, Walter Sisulu University, Buffalo TVET College, UNISA and the nursing colleges. According to anecdotal evidence and input from SAPS, social crime in these areas reduced following the roll-out of the initiative. The BCMDA has also developed a "University Town Concept" strategy, linked to a Business Improvement District (BID) Implementation Plan, which includes safety and security services, such as patrols. Work is underway to secure the necessary support for developing a safety and security plan for the precinct, including increasing the visibility of security personnel.

Integrating safety through design: Built Environment Performance Plan (BEPP)

National Treasury introduced the BEPP as a mechanism for streamlining local government planning, budgeting and delivery of built environment projects. Buffalo City Metropolitan Municipality updates its BEPP annually and is institutionalising it through other strategic documents, such as the IDP and the SDF. The BEPP targets catalytic projects and programmes in strategic nodes to support socioeconomic development, where investing in precincts will have the greatest potential impact. Urban safety is an important part of precinct planning, such as identifying a network of public spaces that support safe people–space interaction. Two of the municipality's catalytic projects are in the East London and Qonce CBDs, and the municipality is looking at bringing in a wider range of external and internal stakeholders to support precinct delivery and safety through a collaborative Steering Committee.

Challenges

- The view that safety is about the "public safety" function rather than being multi-pronged and transversal. Although transversal management meetings take place at the executive level, this does not happen at other levels, which limits engagements and the transversal understanding required for improving urban safety. COVID-19 further reduced interactions among colleagues and opportunities for improved transversal collaboration.
- Lack of resources, especially financial, which are a challenge not only for the municipality but also for other role-players, such as SAPS. The establishment of a Metro Police function would assist in addressing the gap in service provision.
- Poor role clarity and a silo mentality, where planners, technocrats and politicians speak a different urban safety "language", which limits the potential for scaling projects.
- The absence of integrating structures, as the municipality does not have a dedicated urban safety unit, which contributes to fragmented delivery across the municipality and its entities.
- The delivery of basic services, which is crucial for addressing urban safety, as "the problem of safety is a problem of poverty, and unless we address the problem of poverty, we cannot address the problem of safety".[30]

Partnerships

Municipal officials are interested in engaging with partners to improve peer learning and to collaborate in implementing projects. Entities such as the BCMDA have partnered with several private and public sector role-players to support delivery; for example, the Safety and Security Patrollers. BCMDA also has an active partnership with the Border-Kei Chamber of Business, where the BCMDA installed waste buy-back centres (i.e., material recovery facilities) that the Chamber operates through their "Call to Action" programme. The Border-Kei Chamber of Business has in turn partnered with the Private Security Industry Regulation Authority, which assists by stationing security vehicles near the buy-back centres. Collaboration through the CPF is important for improving safety, and although the municipality was initially invited to attend CPF meetings, it has not received many requests subsequently.

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30 Eldrid Uithaler, Executive Manager: Development Facilitation, BCMDA. Interview: 4 November 2021.

City of Cape Town

CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

The City of Cape Town works closely with its provincial government counterparts and partners, such as Violence Prevention through Urban Upgrading (VPUU), on urban safety issues. Its work is strongly linked with the Western Cape Safety Plan, a provincial plan launched in 2019. This plan incorporates principles that support safety and violence prevention, including focusing on vulnerable families, areas and hotspots (to build long-term resilience); addressing the underlying root causes of violence; enhancing enforcement and investigative capacities; and building partnerships for all-of-society and whole-of-government approaches[31] (WCG, 2019). Although this is a provincial plan, much of the delivery work takes place within Cape Town and is actioned through the City's law enforcement.

Urban safety projects

The Neighbourhood Safety Programme

This programme incorporates several projects, including:

- The Neighbourhood Policing Project deploys "safety officers" as dedicated problem-solvers to various neighbourhoods. In this way, individual (or groups of) law enforcement officials serve as trusted state representatives with whom the community can engage. Safety officers work with leaders, reputable community members and other role-players, such as CPFs and neighbourhood watches, to solve problems in high-crime areas. This approach is not very costly but brings significant benefits, including improved levels of trust.
- The Neighbourhood Watch Support Project aims to integrate support provided by both the City and the Western Cape Government through a joint accreditation system. Neighbourhood watches are able to get accredited by both spheres of government through one system, which allows them to apply for and access a single pool of resources, equipment and training, and provides a single route for reporting.
- The Safe Schools Project involves deploying "specially trained Law Enforcement or Metro Police officer[s]" at high-risk and high-crime schools (CoCT, 2021: 114). The officers provide a visible presence and facilitate relations with local SAPS, as well as engaging with high-risk learners, offering life-skills training, and focusing on violence and gangsterism issues within schools.

The City's Emergency and Policing Incident Control (EPIC) system

EPIC is an SAP communications platform that integrates all communications from various sources (e.g., Emergency Management Services, Law Enforcement, Metro Police, and neighbourhood watches) onto one platform. This allows for resources to be used collectively in a smarter way, with faster identification, response to and tracking of incidents, and reduced potential for mixed or confused communications.

Improvement Districts

Improvement districts have been established in several areas, but mostly in commercial areas with higher income bases. City improvement districts (CIDs), business improvement districts or community improvement districts are in found commercial, industrial, residential or mixed-use areas that have been declared special rating areas (SRAs). An SRA is a "clearly defined geographical area in which

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31   This includes partnerships with communities and the private sector, with Western Cape Government departments, and with other spheres of government.

property owners pay additional property rates to fund 'top up' municipal services to improve or upgrade that specific area".[32] CIDs are managed through special purpose vehicles, but the funds are administered by the City of Cape Town and then used by the CIDs to provide additional services, such as safety, cleaning, maintenance, environment upgrading and social upliftment. CIDs are also able to hire a recently trained law enforcement official for activities such as issuing fines for by-law infringements. CIDs have been successful in reducing crime in their areas and improving business districts, but they tend to push crime into other areas.

ShotSpotter

In 2017, the City of Cape Town implemented ShotSpotter, a gunshot location technology developed in the USA, initially in Hanover Park. ShotSpotter uses sophisticated acoustics technology to identify the location from where gunshots have originated, and then CCTV cameras are used to identify and pursue perpetrators. Collaboration between all parties is key for the successful use of the technology as a mechanism to support the apprehension of criminals. However, in Cape Town, this tool's success has been hampered by suboptimal working relationships between SAPS and the Metro Police.

Challenges

- An urban environment characterised by gang-related violence and socioeconomic deprivation, fuelled by rapid urbanisation and increasing population density, and access to illicit arms and substances.
- Historical inequality and structural violence – certain areas in the city have some of the highest rates of violence in the country.
- Relationship between the City of Cape Town and SAPS, with political and institutional bias often impeding service delivery. Although the two parties are able to work together effectively at an operational level, success frequently hinges on who is taking the lead.
- Budget reallocation, from the safety plan to COVID-19-related expenditure. The pandemic and associated lockdowns had a significant impact on vulnerable members of the community, resulting in rapidly rising cases of domestic violence and child abuse, and increased unemployment. Budget limitations also led to the closure of many of the community, academic and civil society organisations that previously supported safety.
- Silo approach to delivery within the City, although bringing on board external parties, such as the VPUU and the Safety Lab, reflect an alternative route for supporting transversal delivery.

Partnerships

In addition to partnership with the VPUU, the Safety Lab and provincial government counterparts, the City of Cape Town has partnered with businesses (e.g., via the CIDs), research institutes (e.g., Brazil's Igarapé Institute) and academic establishments (e.g., UCT). Projects such as the Neighbourhood Watch Project represent opportunities for close collaboration with communities, although the City has had less success in its work with various CSFs. The City also works with the Western Cape Government's Chrysalis Academy, which runs three-month programmes for youth aged between 18 and 25 years, focusing on those from difficult backgrounds who need support to access opportunities. Some of these youth become Safety Ambassadors and are supported through the EPWP to become Neighbourhood Safety Officers, or are deployed to offer support within the CIDs.

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32   https://www.capetown.gov.za/work%20and%20business/doing-business-with-the-city/partner-with-the-city-of-cape-town/special-rating-areas

City of Ekurhuleni

> *The City of Ekurhuleni's urban safety approaches are informed by CSFs, the Draft Social Crime Prevention Strategy, the Safer City Policy and the Community Safety Strategy, which is in the process of being drafted and finalised. The Community Safety Department is responsible for urban safety and engages in ongoing discussions with the Executive Mayor and City Manager's office to get their buy-in and support.*

Urban safety projects

Community engagement

The City of Ekurhuleni has an active team responsible for community mobilisation that includes representatives from CPFs, SAPS, ward councillors, youth structures and neighbourhood watches. Several important initiatives are underway that demonstrate the City's commitment to urban safety and community engagement.

- Strengthening of community structures, through revitalising CPFs and youth crime prevention desks in all police stations across the city.
- Establishing sector crime forums and sustainable ward committees, which will undertake sector audits and launch sector crime forums.
- Engaging with farm workers, so that they are able to better understand their socioeconomic conditions and their vulnerability to crime.
- Supporting regional business forums that organise and support the business sector in the fight against crime. This includes establishing a Regional Foreign Nationals Forum[33] and the Shebeens/ Taverns and Liquor Traders Forum (to organise and support the liquor traders, shebeens and taverns).

The Local Drug Action Committees

In partnership with the City of Ekurhuleni's Department of Health, local drug action committees are being rolled out in different regions of the city. The objective is to get all relevant stakeholders and role-players together to coordinate and collaborate on education and awareness programmes.

The Anti-GBVF Brigades

The Gauteng Department of Community Safety successfully launched these brigades in the province, in collaboration with CPFs and CSFs. All police stations have dedicated anti-GBVF brigades, whose programmes and projects are supported through CSFs. The GBVF brigades assist victims by creating a safe environment for them to tell their stories, ensuring that cases are registered without intimidation from the police, educating community members who visit police stations and raising awareness through walks and "claiming the night" campaigns.

EPWP projects

The Gauteng departments of community safety and education work with CSFs and CPFs to ensure a safer festive season and Easter holidays. Patrollers, who are supported through CSFs, are deployed at malls, in public parks and other areas deemed unsafe, to provide visible policing and crime prevention. They are deployed on a shift basis and given a monthly stipend. Some patrollers are school-based and ensure the safety of learners, teachers and school infrastructure.

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33 This forum is not as yet operational and has been delayed as a result of Covid-19.

Youth crime prevention programmes

These programmes are aimed at empowering the youth to combat crime and to promote self-empowerment and include:

- The revival of the Youth Crime Prevention Desk in partnership with SAPS, Gauteng Provincial Government and community stakeholders.
- A life-skills programme for the youth to facilitate access to services and career opportunities.
- Awareness campaigns that provide information about safety challenges.
- The establishment of a network with job placement agencies to assist young people gain better access to jobs.

Homelessness

The City of Ekurhuleni responded to homelessness, which was exacerbated during COVID-19, by creating temporary shelters, but more permanent solutions are required. The City is developing an integrated programme with stakeholders that include the Department of Health and Social Development and other departments, and will require collaboration with other role-players. The programme aims to provide a secure and safe environment to homeless people; psychosocial services that include counselling and therapy; interventions that will assist people to exit into formal and productive life; volunteer worker placement, which may lead to possible employment, self-sufficiency and sustainability through skills development; and to promote re-integration into the society and reunification with families.

Challenges

- The need for a more integrated approach to interventions.
- Proper coordination between key role-players from all spheres of government, which will require multi-agency collaboration, joint planning processes and strong community consultation and participation.

Partnerships

The City of Ekurhuleni partners with multiple departments (including the departments of community safety and of health and social development) and national and provincial role-players. It is in the process of finalising a Safer City Project, which will involve District SAPS and law enforcement agencies working together to combat crime and violence and establish social crime prevention projects. With other city role-players and stakeholders, the Gauteng departments of education and community safety have established a Social Crime Forum that aims to ensure safe schools and prevent damage to infrastructure, while the provincial Department of Community Safety and the Civilian Secretariat for Police are giving support to the CSFs. The office of the MMC for Community Safety and other sections within the municipality are partnering with CBOs and faith-based organisations to roll out urban safety programmes, including education and awareness projects in communities, schools, churches, sports games and even in places of entertainment, in order to spread safety tips on responsible alcohol consumption, service user rehabilitation programmes, human trafficking, GBV and femicide awareness and prevention.

eThekwini Metropolitan Municipality

eThekwini Metropolitan Municipality's approach to urban safety is informed by three strategic documents: the eThekwini Municipality Long-Term Development Framework, which includes "Creating a SAFE city" as one of its pillars (EMM, 2010: 1), the recently reviewed City Safety Strategy and the Social Development Strategy. All strategies view safety as transversal and a prerequisite for sustainable development, and feature aspects that contribute to the vision that "by 2030, people living in eThekwini Municipality feel safe at home, school, at work, and they enjoy a community life free of fear. When women will walk freely in the streets and children play safely outside"[34] (EMM, 2020: 3). The City's Safety Strategy on the eThekwini Safer City Strategy (EMM, 2020: 3):

> *places safety for communities at the core of all government programmes and state-owned enterprises; and it also requires that government work in partnership with all sectors of the society in the co-production of safety. This addresses vertical and horizontal alignment, coordination and accountability for the safety of all.*

The City of eThekwini's Safer Cities Unit is housed within the Community and Emergency Services Cluster. The Mayor is Chair of the CSF and of the City Safety Project, while the Head of the Safer Cities Unit is an official advisor to the to the Executive Mayor on safety and governance issues.[35] These institutional arrangements enable the Safer Cities Unit to access partners across the municipality and contribute to its success in driving a transversal approach to urban safety.

Urban safety projects

eThekwini Municipality's Homelessness Programme

In 2020, the COVID-19 pandemic and related lockdown triggered the rapid implementation of recommendations made as a result of two homelessness surveys (in 2014 and 2016) that were approved by the Municipal Council in 2017. In response to rising numbers of homeless people across the city and the need to shelter them during the lockdowns, the municipality established a women's shelter for more than 200 women alongside 11 temporary shelters. By the end of 2021, with a reduction in lockdown levels and in the number of homeless people requiring support, only three shelters remained open. The municipality has also approved an additional safe sleeping space, to accommodate 300–350 men, which is due to start construction in 2022.

The Homelessness Programme is founded on whole-of-government and all-of-society principles, involving the state (municipal departments and their provincial and national counterparts – SAPS and the departments of social development, health and correctional services) and non-state role-players (individuals, communities, civil society, the private sector, NGOs and academia). This transversal programme has resulted in the following:

- The **reunification** of more than 300 homeless people with their families.
- **Skills development support,** enabling individuals with skills but lacking qualifications to obtain formal recognition of prior learning.
- **Identification and harnessing of talent,** linking individuals with talent in music and the performing arts to music production and performance organisers (through the municipality's Parks, Culture and

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34   Note: this vision has drawn from the National Development Plan's Vision 2030.

35   This responsibility has remained with the post, across multiple administrations.

Recreation Department). This culminated in the production of a musical, "Greatness is Within You" that was staged at the Playhouse Theatre and the Stable Theatre.

- **Health provisioning and psychosocial support,** enabling individuals with conditions such as HIV, TB and mental illness to enlist in treatment regimes.
- **Food security,** through a food garden that was started by homeless people with the support of the municipality, NGOs and the community. The garden is lauded as an innovation in urban agriculture.[36]
- **A drug and substance abuse programme,** with the establishment of the Bellhaven Harm Reduction Centre through the collective efforts of municipal, academic and NGO role-players.[37] The centre assists homeless people to "tackle drug dependency and overcome their withdrawal symptoms, while providing food, shelter and ablution facilities during COVID-19".[38]

Operation Good Hope Programme

The municipality's Area Based Management Unit runs this programme, which originally started in 2015. Although the project is not solely about urban safety, it aligns with the view that urban safety requires transversal efforts. The programme identifies issues that affect service delivery and make spaces suboptimal (e.g., malfunctioning streetlights, sewer and stormwater blockages, illegal dumping, overgrown bushes) and then weekly area-specific joint operations are rolled out, supported by all municipal role-players, to ensure that the targeted spaces are safe, clean and healthy for all.

EPWP Safety Volunteer Programme

Initiated in 2014, the EPWP Safety Volunteer Programme allocates volunteers to each ward to improve community safety through undertaking regular safety profiling and audits, notifying enforcement agencies of safety risks or crimes, and providing visitors with safety alerts when necessary. During 2019, many EPWP Safety Volunteers were trained as field workers to support the safety audit process that led to development of the eThekwini City Safety Strategy in 2020 – they also participated in the strategy development process.

eThekwini Municipality's Park Activation Programme

This programme began in 2019, with the support of GIZ-VCP, and is based on ongoing learning exchanges and insights drawn from the City of Johannesburg's Park Activation Programme. EPWP Safety Volunteers identify parks where community use is low due to safety concerns and/or where facilities are being vandalised or not used. After analysing the community's reasons for not using the park, the programme engages with the relevant municipal departments to address the issues identified in order to activate the space. In one instance, Safety Volunteers mobilised community members to be the eyes and ears of park and encouraged ECD centres and libraries to use the park for reading activities and sports people to coordinate fitness activities in the park. Such efforts dramatically reduced damage to park infrastructure, although COVID-19 offset some of the progress, but work is underway to re-activate the parks.

36 Hennig, W. 'Meet Durban's urban farmers', *Daily Maverick*, 4 December 2020. Available online: https://www.dailymaverick.co.za/article/2020-12-04-meet-durbans-urban-farmers/

37 Established through the collective efforts of eThekwini Municipality, the Durban University of Technology (DUT) and NGOs: the South African Network of People who Use Drugs; Advance Access and Delivery; and TB HIV Care.

38 https://www.sacities.net/COVID-19-withdrawal-management-programme/

The SAPS Integrated Safer Cities Programme

In November 2020, the municipality was the "launch pad" for the roll-out of the SAPS Integrated Safer Cities Programme, which is being piloted across ten South African cities (see page 50), and hosted numerous workshops as part of the process. Serving as a primary pilot city for the Integrated Safer Cities Programme has allowed eThekwini Municipality to retain the support of critical external stakeholders, given that they are also role-players within the programme. The programme's deliverables are aimed at reducing levels of crime and violence, improving the feeling of safety of residents, increasing economic growth in the city, enhancing the Safer Cities Governance Model, building the capacity of personnel and ensuring an integrated technological infrastructure.

Challenges

- Despite efforts to mainstream safety as everyone's business, many within the municipality still view urban safety as the responsibility of the Safer Cities Unit. To address this, workshops and other capacity-building efforts target a better understanding by role-players (environmental management, transport management, human settlements, disaster management, economic development etc.) of how they contribute to the safer city mandate. It is about capacitating departments to wear a safety lens when delivering on their work (e.g., by partnering with NGOs to activate public spaces and including communities as additional eyes and ears to maintain community facilities). The Unit's view is, "We don't have fiscal constraints. It's more about attitude. We need to build safety into all our work".
- Keeping the momentum of partners involved in implementing the City Safety Strategy (e.g., academia, non-state actors, state stakeholders) after the completion of workshops and revision of the strategy.
- COVID-19 lockdowns, which limited community engagement, and the need for increased ICT investment to support engagement with marginalised communities.

Partnerships

The City's appointment as permanent secretariat for the Africa Forum for Urban Safety, which was launched in 2015[39], has significantly benefited urban safety efforts, providing eThekwini Municipality with ongoing support and regular engagement with international partners, academia, business and other role-players. Partnerships have been formed with:

- The Canadian government, GIZ, SACN, USRG, DHS, COGTA, SALGA, National Treasury's Cities Support Programme, and other key cross-sphere partners.
- Other South African cities, which provide learning from their practices (e.g., park activations) that can be used by eThekwini.
- Technology firms such as Huawei (helped to profile eThekwini's work globally and build a platform for engaging with communities via mobile phones) and Microsoft (assisted in building a data analytics platform that superimposed projects on wards, with the support of a data scientist).

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39   https://unhabitat.org/africa-forum-for-urban-safety-launched

City of Johannesburg

The City of Johannesburg's philosophy and approach to urban safety is reflected in the Johannesburg City Safety Strategy (JCSS), whose custodian is the Department of Public Safety that includes the Joburg City Safety Programme (JCSP) Office. The JCSS assists in leveraging the involvement of city departments and entities in safety issues, but this has not been fully embedded in practice. In 2020/21 the City and its entities delivered numerous projects incorporating urban safety elements, but these projects are often fragmented, delivered in isolation or do not optimise urban safety. Consequently, desiring more impactful, integrated delivery of urban safety projects, various departments and entities have chosen to participate in the Joburg Urban Safety Forum, a recently established voluntary platform for sharing practices, projects and areas of potential collaboration, while enriching the shared understanding of urban safety.

Urban safety projects

Safety audits on capital infrastructure projects

In 2020/21, the JCSP Office worked with the Johannesburg Development Agency (JDA) to roll out safety audits of several capital infrastructure projects, including the Vrededorp-Pageview Revitalisation Programme, and the Randburg Urban Development Framework/Public Environment Upgrade. These audits represent efforts to mainstream CPTED principles within urban upgrade projects in the city. By conducting safety audits at the preliminary design phases, the City aims to ensure that safety elements are integrated in implementation plans. The safety audit reports allow departments to see other urban safety-related aspects, detail CPTED-specific interventions and include various holistic recommendations that reflect the need for transversal area-based delivery.

Indlela Yabafazi, HerCity Initiative

A collaboration between the JDA, Johannesburg City Parks and Zoo (JCPZ) and the Department of Development Planning, this initiative is being rolled out in Diepsloot. Funded by UN-Habitat, the partnership includes the City of Johannesburg, the independent think-tank Global Utmaning, the Wot-if? Trust[40] and the Block by Block Foundation.[41] Participants are girls and young women who are given the opportunity to use their everyday experience to design and plan – by women, for women – "safe routes connecting safe public spaces", thereby reshaping and revitalising community spaces. The global HerCity project began in early 2021 and by August 2021 already had 700 registered users from across 250 cities and 90 countries. Participants are given a toolbox containing "nine building blocks as a digital guideline on how to co-plan cities from a girl's perspective", including "checklists, calendars, agendas, manuals, forms, boards, apps, templates, surveys, and visualization services such as Minecraft".[42] Participants identify priorities within the following categories: seats and benches, trees and parks, water and pools, signs and lights, libraries and arts.

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40 A "special purpose vehicle for Socio-Economic, Enterprise and Supplier Development Funds" used to manage and deliver community-identified programmes, with a focus on "developing women and youth, nurturing education and cultivating a spirit of entrepreneurship" https://wot-if.co.za/about-us/

41 A non-profit organisation that funds and activates public space projects globally, using Minecraft as part of a participatory methodology to give communities a platform to make their needs heard, within the context of public project planning https://www.blockbyblock.org/about

42 https://unhabitat.org/her-city-toolbox-for-participatory-public-space-planning-and-design

The Women's and Children's Park Project in Hillbrow

Initiated by the eKhaya Neighbourhood Improvement District, the project forms part of the City's "Our City Our Block" programme, which allows the general public to submit proposals for capital investment by the city "to support existing and ongoing community development initiatives" (CoJ, 2021: 6). The project includes a multi-sports court and play area, with an emphasis on activities for women and children. The design phase was completed in 2021 and construction has begun. Violence prevention strategies include a focus on ECD interventions (e.g., play spaces for younger children and age-targeted support programmes), youth development initiatives (e.g., a netball/multifunctional court), opportunities for community service delivery (e.g., landscaping and cleaning activities), and collaborative urban management by both the City and the eKhaya Neighbourhood partners. The project was selected to form part of the SPRINT[43] initiative, which supported by GIZ-VCP, in partnership with COGTA's IUDF unit and other national partners, and was approved for further support through the Community Development Fund.

Community Safety Index

Work is underway to develop a City Safety Index for measuring and quantifying public safety, which is scheduled to be completed and approved in June 2022. The City's aim is to co-create a common set of crime and safety indicators that are understood by all, aligned to policy, and enable effective and accurate reporting on the state of crime and urban safety to guide future interventions. To date, local, national and international indicators have been reviewed and aligned with guiding strategies and frameworks (including the JCSS, the Joburg 2030 Growth and Development Strategy, the NDP, the SDGs and the USRG indicators), and engagements have been held with role-players. The intention is to use the emerging indicators and data to support a more holistic analysis, including factors such as ward-based socioeconomic conditions, to highlight priority geographical areas for intervention. This will lay the foundation for appropriate, multi-pronged interventions and assessment of their impact.

EPWP initiatives

Some of the EPWP initiatives undertaken by the City contain an urban safety component, including:

- JCPZ's Park Activation Programme, which is delivered with the support of the GIZ-VCP, focuses on the co-management of inner-city parks by the City, residents and communities, to ensure that these public spaces are active (and therefore safe and functional). The initiative demonstrates transversal/cross-departmental cooperation in all its complexities and how cities can leverage existing programmes to overcome budget constraints.
- The Migration Sub-Unit within the Social Development Department runs EPWP programmes to assist in addressing challenges, such as human trafficking and labour exploitation of migrants, and promoting documentation and compliance. The Unit has also established the Johannesburg Migration Advisory Panel, which comprises non-governmental groups that work with and represent cross-border migrants, to advise the City on ways of resolving major challenges experienced by migrants.
- Emergency Management Services has used the EPWP platform to bring on board 12 graduates to assist with training programmes, including the basic first aid and basic firefighting, for school learners, students at the University of Johannesburg and community members who live in high-risk areas such as informal settlements. The training programme for vulnerable communities also includes ward councillors, different NGOs and faith-based organisations operating within these communities.

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43 Safer Places: Resilient Institutions and Neighbourhoods Together – a joint initiative between GIZ's Inclusive Violence and Crime Prevention Programme (GIZ VCP), Violence Prevention through Urban Upgrading (VPUU) and the Isandla Institute. https://www.saferspaces.org.za/be-inspired/entry/up-scaling-area-based-violence-prevention-intervention-to-respond-to-covid

Challenges

- Different interpretations of "urban safety". Policing and crime-prevention discussions are often used as a way to bring role-players onboard, but safety continues to be viewed in isolation, rather than as a transversal issue. The July 2021 unrest highlighted the lack of a common understanding within the City of the importance of safety, crime prevention, partnerships, community ownership and resourcing, and community resilience.

- The location of the JCSS within Public Safety. Some argue that the Unit should be strategically located centrally within the City, to drive transversal implementation, rather than the current approach where integration often occurs as a result of informal collaboration. For sustainability and impact, safety needs to be clearly understood as being about collaboration and collective work within urban spaces, with all role-players contributing (e.g., through social, cultural, educational, economic, infrastructure and other forms of support).

- A lack of championship and political will, changes in political leadership and the need to onboard councillors. Despite attempts to expand involvement to the regions and the Citizen Relationship and Urban Management function, implementing the JCSS requires championship.

- Budget constraints, especially the lack of a budget for integrated crime prevention/urban safety. A percentage of the capital budget spent on professional fees should be allocated to bring on board specialists for area-based violence prevention interventions.

- The need for additional capacity-building of community facilitators who play an important role in assisting communities to develop plans and engaging with CPFs. The July 2021 unrest served as a warning of the weak community liaison capacity.

- The reliance and emphasis on engagement platforms such CPFs, while not recognising the existence (and making use) of other local formations, such as residents' associations.

- Data availability, collection and analysis. Metro Police frequently lack the strategic capacity to interpret and use crime statistics to inform operations and interventions at city level. The July 2021 unrest and the reactive response revealed the lack of data and analytical capacity.

- Resources for rolling out the UN System-Wide Guidelines on Safer Cities and Human Settlements and similar projects (such as SPRINT initiatives), to ensure that they are embedded and sustainable.

- COVID-19 restrictions on gatherings, successive lockdowns and health concerns made hosting stakeholder engagement sessions difficult. While efforts were made to interact with stakeholders via virtual engagement platforms and social media coverage, the efficacy of these approaches is of concern.

Partnerships

The COVID-19 pandemic provided an impetus for greater coordination among both internal and external role-players and the City, including:

- GIZ-VCP and Violence Prevention through Urban Upgrading (VPUU) on projects including the Women's and Children's Park in Hillbrow.
- UN-Habitat and COGTA in relation to the UN System-Wide Guidelines.
- UN-Habitat and the Wot-if? Trust on the Indlela Yabafazi, HerCity Initiative.
- The Department of Environment, Forestry and Fisheries, South African National Parks (SANParks) and JCPZ to implement environmental monitoring programmes that focus on ensuring safety, adherence to by-laws, and supporting environmental health.
- SAPS, as one of the pilot cities with the Integrated Safer Cities Programme.
- The Park Activation Programme, with support from GIZ-VCP Programme.
- The Migration Sub-Unit: Participation in the UN High Commission for Refugees Working Group, in the Global Forum on Migration and Development and a Memorandum of Understanding with the International Organization for Migration.
- The Inner City Safety and Security Committee, a collaboration with the CIDs, security companies, SAPS and JMPD, that aims to address public safety and reduce the incidents of crime through primary/ secondary crime prevention initiatives.

Mangaung Metropolitan Municipality

Mangaung Metropolitan Municipality's has a traditional approach to "public safety", which includes traffic and by-law enforcement. Crime prevention will be added as a third leg once the Metro Police function has been operationalised.[44]

Urban safety projects

Reclaiming the City

Led by the municipality's Social Services Directorate, this programme aims to tackle by-law non-compliance and crime with the support of other municipal role-players (e.g., law enforcement, environmental health practitioners and building inspectors) and external stakeholders (e.g., SAPS). On a weekly basis, these partners focus on cleaning the city, clearing illegal dumping sites, and checking for and improving adherence to by-laws. The multi-stakeholder nature of this operation has contributed to this programme's impact.

EPWP-linked law enforcement training initiative

The municipality used EPWP funding to build skills, providing 200 learnerships for recruits to achieve their traffic diplomas. This was supplemented by a bridging course in law enforcement skills, which provided the necessary foundation for entry level into the Metro Police.

SAPS Integrated Safer Cities Programme

Mangaung is a pilot city for the SAPS Integrated Safer Cities Project, but the process has been delayed due to challenges with operationalising the Metro Police function. Much of the preparatory work has taken place, with the municipality attending District Joints Meetings and the Provincial Joints Meetings, which included the CSPS, other municipalities and departments and enabled Mangaung to tap into the resources of other government departments where needed. Meetings have culminated in operational plans, within which all role-players are allocated responsibilities, supported by resources that are channelled to address identified issues.

Challenges

- Delay in operationalising the Metro Police function, which will enable the municipality to address contraventions that do not fall within the mandate of SAPS.
- Limited budget for addressing public safety matters, which has been aggravated by the municipality having to channel funds to address immediate needs, such as the purchase of personal protective equipment, in the context of the COVID-19 pandemic.

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44   While this function was established on 1 April 2020, it is yet to be operationalised.

![Partnerships icon] Partnerships

The pandemic has required all role-players in Mangaung to collaborate, and multi-disciplinary work has been strengthened through weekly meetings and reporting to committees of the COVID-19 Command Centre. During this period, urban safety matters, such as compliance and disaster management, were tackled in a coordinated manner. Once the Metro Police Department is fully operationalised, its annual business plan will be developed in collaboration with SAPS, with content informed by the relevant crime statistics and signed off by the Provincial Commissioner, which will improve alignment. The pandemic highlighted the power of partnerships and intergovernmental relations (IGR), at both a technical and political level. As a consequence, the municipality's Integrated Development Planning Office and Public Safety have developed a draft terms of reference (that Council has endorsed) for the establishment of IGR Forums that would provide feedback to communities, reflecting all departments and developmental partners, rather than just the IDP Office.
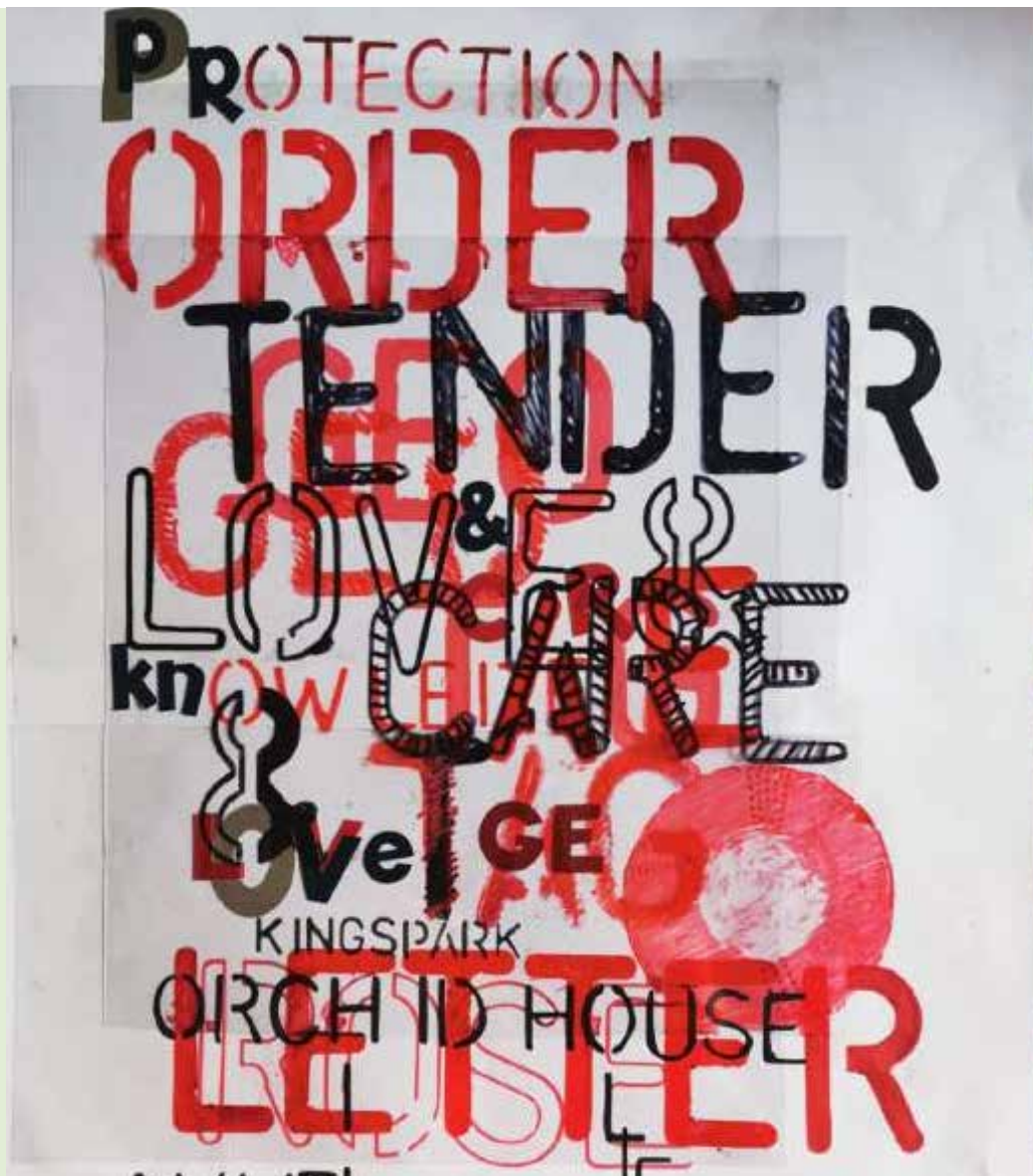
Msunduzi Municipality

The municipality receives technical assistance from National Treasury, as part of the Urban Networks Strategy (UNS) of the Neighbourhood Development Partnership Programme (NDPP), which manages the Neighbourhood Development Partnership Grant. The UNS aims to shift infrastructure investments towards the creation of efficient and effective urban centres that will increase economic growth, spatially target investment, create employment and increase access to urban amenities, especially for the poor located in marginalised settlement areas. In the absence of an integrated and coordinated city-wide urban regeneration strategy, the UNS provides the overarching framework for transforming and developing underserved neighbourhoods.

Urban safety projects

Msunduzi Edendale Town Centre

The NDPP UNS identified the Edendale Town Centre as an urban hub/key precinct for development, and, in 2015, an Investment Plan was prepared to drive planning, investment and identify a pipeline of intergovernmental projects for the area. The Edendale Town Centre is located within the Greater Edendale-Imbali area, which is roughly 10km south-west of the Pietermaritzburg CBD. It faces many of the challenges common to post-apartheid neighbourhoods, being spatially disconnected from urban centres and lacking infrastructure and employment opportunities. Urban safety is crucial to realising the vision of a vibrant town centre that is a centre of formal and informal economies, full of quality, well-connected spaces and multiple uses, and that benefits from the CBD's energy (Royal HaskoningDHV et al., 2021). Projects aimed at kickstarting the area's development include two promenades, the upgrading of Old Edendale Road (to provide access to the Civic Centre), Thwala Road and Mt Partridge Road. In 2021, a Precinct Management Plan was developed and is a critical element for urban safety and infrastructure sustainability once the capital projects have been completed. Safety and security issues include traffic and pedestrian safety, crime and lawlessness, and a weak relationship between SAPS, the community and private companies. The plan calls for a proactive approach, which means visible policing, a zero-tolerance law enforcement approach, citizen mobilisation and public awareness (including revitalising CPFs), the design of well-lit and safe public spaces, and a focus on organised crime and syndicates.

Inner-city rejuvenation

Msunduzi Municipality's Traffic Department is actively involved in rejuvenating the inner city, working with SAPS and other departments to keep it clear of crime and grime, while the Safer City Department manages CCTV in the inner city. The municipality also has programmes in place to educate school children about road safety, domestic violence, drug and alcohol abuse and other issues.

Challenges

- Obtaining sign-off for new projects, partly because the municipality is under administration.
- A lack of funding for additional urban safety interventions.
- The availability of accurate data, which is of concern given the city's high crime rates.

Partnerships:

Msunduzi has historically worked with eThekwini, Buffalo City and Ekurhuleni on knowledge-sharing projects, but budget constraints meant that it only worked with eThekwini. The municipality is partnering with multiple stakeholders to support the implementation of the Edendale Town Centre project.

Nelson Mandela Bay Municipality

In 2020/21, COVID-19 and the drought dominated Nelson Mandela Bay Municipality's safety focus. These two disasters highlighted the need for the municipality to work in partnership with a range of state and societal stakeholders to improve urban safety, against a complex backdrop of high levels of poverty, unemployment, food insecurity, alcohol and drug use, and gangsterism.

Urban safety projects

Delivering support during COVID

COVID-19 brought to the fore the many people living "hand to mouth" in poverty and necessitated rapid action, including the roll-out of support, such as food parcels (distributed with the support of NGOs and civil society) and the provision of shelter for homeless people. From a public safety perspective, the focus was on soft rather than hard enforcement of lockdown and COVID-19 related regulations, as the municipality recognised that mostly 'regular people' were breaking regulations that were experienced at times as onerous. To meet the many needs, the municipality worked with stakeholders from national and provincial structures, alongside NGOs and other partners, supported by a COVID-19 Joint Operations Committee. The municipality's re-established contacts with the Nelson Mandela Bay University, the Department of Education, the Department of Community Safety, the South African Social Security Agency (SASSA), the Department of Correctional Services and the Business Chamber. COVID-19-related interventions also resulted in innovative solutions from members of society, such as tavern owners offering free beers for those receiving their vaccinations.

The Safe City Project

This project uses technology, in the form of CCTV cameras, electronics and smart city processes, to support the establishment of safer environments. Technology is used to locate challenges, such as malfunctioning streetlights or illegal gatherings. In addition, the municipality makes use of ShotSpotter, a gunshot detection technology that uses acoustic sensors to notify law enforcement members (via a cell phone app) of the vicinity of gun shots, within seconds of a gun being fired. This technology has been employed since 2017, when it was rolled out as a pilot project in Helenvale, one of the areas within the city most affected by gangsterism. ShotSpotter has helped to reduce response times, fast-track help for victims of crime and increased law enforcement visibility.[45]

Other initiatives

In addition to the above, Nelson Mandela Municipality took part in initial engagements with SAPS as one of the pilot cities of the Integrated Safer Cities Programme. However, momentum has since been lost due to leadership changes in the provincial SAPS team and the municipality. Other safety-related initiatives underway include community safety and public health interventions that incorporate EPWP volunteers (who play a role, for example, in guiding tourists), and the roll-out of workshops on domestic violence by the municipality's Corporate Services Department.

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45 Ellis E. 2021. 'ShotSpotter: Using technology to make the streets a bit safer in the Eastern Cape's Gqeberha', *The Daily Maverick*, 5 June 2021. https://www.dailymaverick.co.za/article/2021-06-05-shotspotter-using-technology-to-make-the-streets-a-bit-safer-in-the-eastern-capes-gqeberha/

Challenges

- Political instability, with regular changes in the municipality's political and administrative leadership resulted in infrequent Council sessions, a lack of planning, ad-hoc operations, slow decision-making and an outdated organisational structure.
- The absence of a formal urban safety policy and a single mandated 'home' for urban safety. This results in uncoordinated and unsustainable urban safety interventions and affects the credibility of interventions and the willingness of other departments to contribute. A proposed structure and location for the unit (in the Chief Operating Officer's office), which would support a transversal, multi-disciplinary approach, have been prepared for presentation to Council. However, until a formalised location is in place, officials will continue to carry out urban safety work as a passion, in addition to their formal function.
- Limited efficacy of the CSF, which includes SAPS, various sector departments, municipal departments and NGOs, due to inconsistent attendance (different role-players at each meeting), a limited understanding among all participants of the role of the CSF as a coordinating forum, and expectations that the municipality would provide all resources and address all delivery issues.
- Capacity constraints and dependency on volunteers in a country with such high unemployment. Many urban safety projects rely on volunteers, which is not sustainable, as many volunteers get involved in the hope of future employment opportunities.
- The need to involve and educate communities on the importance of taking responsibility for and protecting community assets.

Partnerships

The efforts aimed at supporting communities through safety interventions during the COVID-19 lockdowns resulted in improved networks and new partnerships with role-players from various sectors, including provincial, national and local government, academic institutions, NGOs, civil society organisations and community members. Work previously undertaken in vulnerable areas such as Helenvale (e.g., with GIZ and the Safety and Peace through Urban Upgrading project) continues to provide value through the ongoing efforts of the Mandela Bay Development Agency (MBDA). The municipality has also learned from other cities, by sharing practices directly and through the USRG; e.g., improving safety through activating the beachfront spaces (eThekwini Municipality) and promoting rooftop farming in Hillbrow (City of Johannesburg).

City of Tshwane

The City of Tshwane has an inclusive, transversal approach to urban safety that is structured according to international and national frameworks and guided by the White Paper on Safety and Security 2016. The City has a Safer City Policy, runs a Safety Promotion through Urban Upgrading Programme in Mamelodi East, is committed to community engagement platforms and uses CPTED in various precincts throughout the city.

During 2020/21, for the first time, the City of Tshwane incorporated urban safety into its IDP and in so doing laid the foundation for realising the objective of institutionalising urban safety across the broader organisation. On 29 July 2021, Council approved the Tshwane SDF, which emphasises a holistic approach to safety and views CPTED as targeted interventions especially for social infrastructure and public transport, which are critical for socioeconomic cohesion. The SDF guides the development of precinct plans for urban core areas (emerging nodes/ marginalised areas) and metropolitan nodes (urban hubs), and in 2021, the Tshwane Metro Police participated in interdepartmental workshops for the development of precinct plans for Hammanskraal and Temba.

Urban safety projects

The Community Safety Plan

In 2021, the City began the process to develop a Community Safety Plan (CSP), with technical assistance provided by GIZ and tools from the SALGA/GIZ capacity-building programme (CoT, 2021a). The plan views safety as a transversal, encompassing city-wide issue, not just policing. This inclusive approach seeks to reduce the risk of different forms of crime and violence, be preventative, focus on broader and more holistic approaches, and improve social and environmental conditions that give rise to crime and violence

The Tshwane Metro Police Department is leading the development of the CSP, which involves a very thorough data collection process. Between January and June 2022, the City is undertaking background research, analysing crime statistics and generating ward-level demographic data, all using participatory processes, which include safety audits, physical walk-throughs and focus groups. Through the EPWP, which allows access to funding, 214 research fieldworkers are being used to conduct regional and ward-level research.[46]

The City of Tshwane is one of the pilot cities in SAPS' Integrated Safer Cities Initiative. SAPS is assisting the City in assessing crime hotspots, and a template has been developed for identifying crime hotspots and contributory factors. The Tshwane Metro Police Department is liaising with other departments for input, including compiling gender-disaggregated data on the perceptions of safety in the city, with further information from a biannual customer satisfaction survey, through a partnership with UNISA. This data will be used to determine the top three priorities per ward and across the city that will be used to draft the CSP and then absorbed into the City's IDP. The full process is expected to take at least two years.

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46   The Public Employment Programme is part of the national Economic Stimulus Package whereby National Treasury's Neighbourhood Development Partnership Programme allows municipalities to access this funding.

The K69 Solomon Mahlangu Drive Corridor

The City of Tshwane conducted a social study looking at non-motorised transport (NMT) users along the K69 Solomon Mahlangu Drive Corridor, which included a focus on gender and social inclusion. The project is aligned with the City's Comprehensive Integrated Transport Plan 2016, which aims to achieve universal access to affordable, secure and safe public transport and facilities for walking and cycling. In partnership with the C40 Cities Finance Facility, the project assessed the gender and social inclusion aspects of NMT in Tshwane (CoT, 2021b). On 24 and 25 March 2021, a Dialogue Event was held to review NMT specifically through a gender and social inclusion lens. Primary data sources consisted of traffic counts along the K69 Solomon Mahlangu corridor, a perception survey and focus groups. The findings demonstrated that road safety, personal security, travel time and distance were major challenges, especially for female respondents. Respondents also provided intervention recommendations. A bicycle lane is being constructed along Solomon Mahlangu Drive, to safely connect low-income areas of Mamelodi with job opportunities in the east of Tshwane, and the project also includes building pedestrian infrastructure to enhance the safety of pedestrians and cyclists.

Social crime prevention

The City of Tshwane conducts social crime prevention initiatives at schools and delivers other awareness campaigns (e.g., door-to-door campaigns) that are guided by an annual programme to address issues, such as child abuse, bullying, GBV and gangsterism. The Metro Police's Social Crime Prevention Unit works closely with the Tshwane Health Department to deliver ward-based outreach COVID-19 interventions that run daily at various vulnerable sites in the city. The interventions were initially aimed at COVID-19 education, awareness and testing, but now include vaccinations. The Unit also conducts road safety awareness campaigns and provides scholar patrol training at schools.

Community Oriented Substance Use Programme

Since 2016, the Tshwane Health Department has run the Community Oriented Substance Use Programme (COSUP) with the University of Pretoria and various NGOs.[47] This evidence-based, community-oriented programme uses a harm-reduction approach for preventing and managing substance abuse and has 20 sites across the city. COSUP works with other government departments, such as the Gauteng Department of Health and the University of Pretoria's Community Oriented Primary Care Research Unit. COSUP is an all-of-society approach that offers a successful alternative to the more traditional abstinence-based approaches to substance abuse. (Scheibe et al., 2020).

Challenges

- A lack of a strategic centre, as the City of Tshwane does not have a single unit tasked with urban safety, which results at times in a fragmented approach.
- A lack of buy-in from senior management.
- Insufficient dedicated personnel and other supporting resources.
- Political instability, which makes it difficult to ensure project sustainability.
- The need for more regular urban safety training for newly elected councillors.

Partnerships

The City is involved in several partnerships with CBOs, government departments and educational institutions. In addition to COSUP, the City's Social Crime Prevention Unit works with Lovelife and other NGOs, as well as governmental role-players such as Gauteng Department of Community Safety, Gauteng Department of Education and the National Department of Correctional Service. The City is also in the process of strengthening its partnerships with CSFs. A working group, which includes representatives from CPFs, recently developed a terms of reference for Tshwane and regional CSFs, which the Mayoral Committee formally approved on 7 July 2021.

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47   See https://www.up.ac.za/up-copc-research-unit/article/2934203/cosup

All-of-Society Models

National and local policies and plans often call for an all-of-society approach, as collaboration among stakeholders will assist government departments in delivering important services. Urban safety is one such area that is strengthened by a multi-stakeholder approach, but realising an all-of-society model to implement local projects and programmes is challenging. Clear partnering frameworks and accountabilities for engagement are needed. In 2020/2021, the SPRINT Project and the SSCF Project were among the many successful all-of-society partnerships in SACN member cities.

SPRINT Project

South Africa's approach to urban safety is largely focused on criminal justice responses, rather than being holistic. Over the past two years, COVID-19 has intensified existing stressors that underpin crime and violence, unemployment, loss of livelihoods and food insecurity. The SPRINT Project[48] was initiated in response to increasing levels of vulnerability among South African communities, with an emphasis on finding mechanisms to assist communities in building resilience. It specifically seeks to respond directly to violence prevention challenges in vulnerable communities that were exacerbated by COVID-19, through focusing on area-based violence prevention interventions.

SPRINT is an initiative of the GIZ-VCP Programme, implemented by the Isandla Institute and the VPUU. In Phase 1, the Steering Committee comprised of COGTA, National Treasury, the DHS and SALGA. In Phase 2 (starting in early 2022), the Steering Committee will be expanded to include the CSPS and DWYPD. The key objectives are:

- To build knowledge within South African–German Development Cooperation community and partners on area-based violence and crime prevention interventions through a process of practical implementation.
- To share the knowledge developed with a range of stakeholders.
- To embed area-based integration violence prevention intervention approaches into institutions of government as well as civil society for long term sustainability.
- To mobilise local violence prevention intervention thinking with a focus on community violence and crime challenges highlighted by COVID-19.

SPRINT works collaboratively with civil society organisations, municipalities and others to support the development and upscaling of area-based interventions for safer communities, with project activities also involving young people. Phase 1 included two pathways through which to target the institutionalisation of area-based violence prevention interventions in vulnerable urban communities: the learning network pathway, which allowed for knowledge sharing among various stakeholders, and the laboratory pathway, which provided municipalities and civil society stakeholders with support through in-depth situational analyses, hands-on mentoring support in two specific sites, and the implementation of a Community Development Fund. Stakeholders were assisted to co-design and implement area-based solutions to violence-related challenges. One of these projects is the Women's and Children's Park in Hillbrow (see page 65).

The Stepping Stones Creating Futures (SSCF) Project

This project is run by Project Empower and the Health Economics and the HIV/AIDs Research Division at the University of KwaZulu-Natal. It focuses on informal settlements in eThekwini, with the objective of lowering the rate of intimate partner violence. The programme works to prevent GBVF and to establish "stepping stones" through building life-skills in disadvantaged communities. GIZ-VCP is assisting with outlining how cities can tap into the programme through the EPWP programme.

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48 https://www.saferspaces.org.za/be-inspired/entry/up-scaling-area-based-violence-prevention-intervention-to-respond-to-covid

Chapter 5: Recommendations

The State of Urban Safety in South Africa Report 2021/22 brings together the activities and practices that have taken place in the nine cities during a period when the COVID-19 pandemic shaped actions. The following themes emerged:

- The impact of COVID-19 and the diversion of funds to immediate challenges. This period has highlighted underlying socioeconomic conditions, poverty and the need for a support network (e.g., in respect of homelessness, access to food, access to safe human settlements).
- The importance of partnerships, both within cities but also among cities, especially in a fiscally constrained context.
- The value of capacitating cities to leverage international and cross-sectoral support, to be able to optimise the work that they do (e.g., as successfully done by eThekwini).
- The importance of institutional arrangements in supporting the integration of urban safety as a transversal issue, while acknowledging that even when the location of the urban safety function cannot be shifted, the strategic importance of this function needs to be recognised and is key to its transversal impact.[49]
- The impact of internal fragmentation within municipalities – and what this means for rolling out cohesive and impactful projects and programmes.
- The impact of political instability on city administrations, and the implications for sustainable projects and programmes.
- The importance of cultivating and encouraging innovation, to allow cities to overcome challenges associated with fiscal constraints.
- The valuable role that national department programmes can play in providing technical assistance for strategic thinking.

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49   For example, in eThekwini, the Head of the Safer Cities Unit also serves, officially, as the Advisor to the Executive Mayor on safety and governance issues.

During 2020/21, there were ongoing frustrations around the lack of institutionalisation of urban safety, and how this dilutes the impact of the work done by urban safety departments/units. Cities stressed the importance of creating better structures for cross-sectoral collaboration, and the need to break down internal government silos, especially to integrate social development, spatial planning and safety. Other important aspects are the incorporation of urban safety into city IDP processes, which is necessary for long-term project sustainability; and the use of community-oriented, ward-based approaches for information analysis, safety audits and assessments of the impact of projects and programmes on crime trends in cities. USRG members highlighted the need to work at neighbourhood level and to include communities as part of the solution to crime and violence, while working proactively to build cohesive communities.

The new initiatives advocated by USRG members include:

- Developing data capabilities within cities, to advance insight-driven policy and practice on safety for all.
- Using data to advance peer-review mechanisms among cities.
- Exploring the use of more technology in improving safety, and better city data management as a foundation for enhanced safety.
- Implementing safety practices at a city-wide level across all wards, rather than focusing on certain pilot areas.
- Promoting community empowerment in safety matters (e.g., through providing community members with toolkits).
- Including safety principles in planning, as a way of contributing to sustainable growth and development.
- Adopting intelligence-driven initiatives and interventions for urban safety.
- Assisting metros to integrate lessons into systems, strategies and programmes at a metro-wide level.
- Supporting and encouraging regional peer-to-peer learning exchanges with partners across the African continent, rather than only looking to national cities and those on other continents.
- Prioritising medium- and long-term planning, instead of focusing on short-term interventions which are not thoroughly assessed.
- Implementing approaches that are appropriate to local conditions, rather than advocating for all cities to adopt a one-size-fits-all approach.

For the USRG itself, recommendations included:

- Keeping track of lessons learnt during projects, for knowledge dissemination.
- Recognising political leadership's key role in promoting and supporting safer cities, and connecting with political actors to lobby for some of the emerging safety recommendations.
- Working as an intermediary to connect civil society groups with cities.
- Building a more visible profile for the USRG, in order to aid improved and more impactful engagement with the new administration.
- Using social media to disseminate and share good practice case studies of replicable projects and approaches within cities.
- Strengthening knowledge-sharing platforms, and increasing activities, engagements and participation in focused discussions with stakeholders.
- Evaluating the impact of safety initiatives, including over the long-term, to maximise insights (e.g., revisiting some of the good practice examples previously discussed and seeing their impact over time).
- Developing closer relationships between urban safety practitioners and other city role-players (e.g., planners, economic development counterparts), and including some of these role-players in USRG activities.
- Ensuring the participation of forums, such as gender forums, in the work of the USRG.
- Pursuing a collaborative approach to support interventions for safer cities, and assisting urban safety representatives to make relevant inputs for safer city programmes and projects.

Annexures

Annexures included below are as follows:

- **Annexure A:** Individual city-specific crime profiles
- **Annexure B:** USRG members
- **Annexure C:** USRG Urban Safety Briefs produced across the 2020/21 period
- **Annexure D:** References

Annexure A: Individual city-specific crime profiles

Each of the individual city-specific crime profiles cover the 21 indicators (see Chapter 2) and use colour coding to show how the city compares relative to the other eight cities for the different crimes.

Buffalo City

Table 7: City-specific crime profile – Buffalo City

CATEGORY		INDICATOR		BCM
Objective indicators		1	Murder rate	42
		2	Assault rate	447
		3	Robbery rate	240
		4	Property-related crime rate	931
		5	Sexual offences rate	134
		6	Public/collective violence rate	4
		7	Police activity	51
Subjective indicators		8	Experience of crime/violence	5%
		9	Feelings of safety/fear of crime	30%
		10	Perception of/satisfaction with law enforcement	55%
Social/structural indicators	Urbanisation	11	Rapid population growth	-0.04%
		12	Population density	291
		13	Social incoherence/family disruption	16%
	Marginalisation	14	Poverty	0.68
		15	Income inequality	0.63
		16	(Youth) unemployment	34%
		17	Deprivation of services	12%
	Social/physical environment	18	Informal housing	19%
		19	Infrastructure	6.6
		20	School conditions and violence	
		21	Access to a) alcohol	51
		21	Access to a) alcohol	104
		21	Access to a) alcohol	14

City is doing relatively well compared to the other cities	City is doing about average compared to the other cities	City is doing relatively poorly compared to the other cities

Buffalo City continues to have high levels of violent interpersonal crime and has the highest levels of recorded assaults, sexual offences and property-related crime of all the cities. And, unsurprisingly,

it has the lowest level of satisfaction with law enforcement (55% compared to over 70% for all other cities except eThekwini, although this is up from 49% in 2018).

The city ranks highest among the cities for unemployment, deprivation of services and informal housing, and for infrastructure vulnerability. However, the city has significantly improved its ranking – and in 2020/21 was one of the better performing cities – for access to alcohol, drugs, and firearms (as measured by the average of its recorded rates of drug-related crime, driving under the influence of alcohol or drugs, and illegal possession of firearms and ammunition). This may indicate that Buffalo City is faring relatively well in terms of these possible drivers of crime and violence despite relatively low police activity.
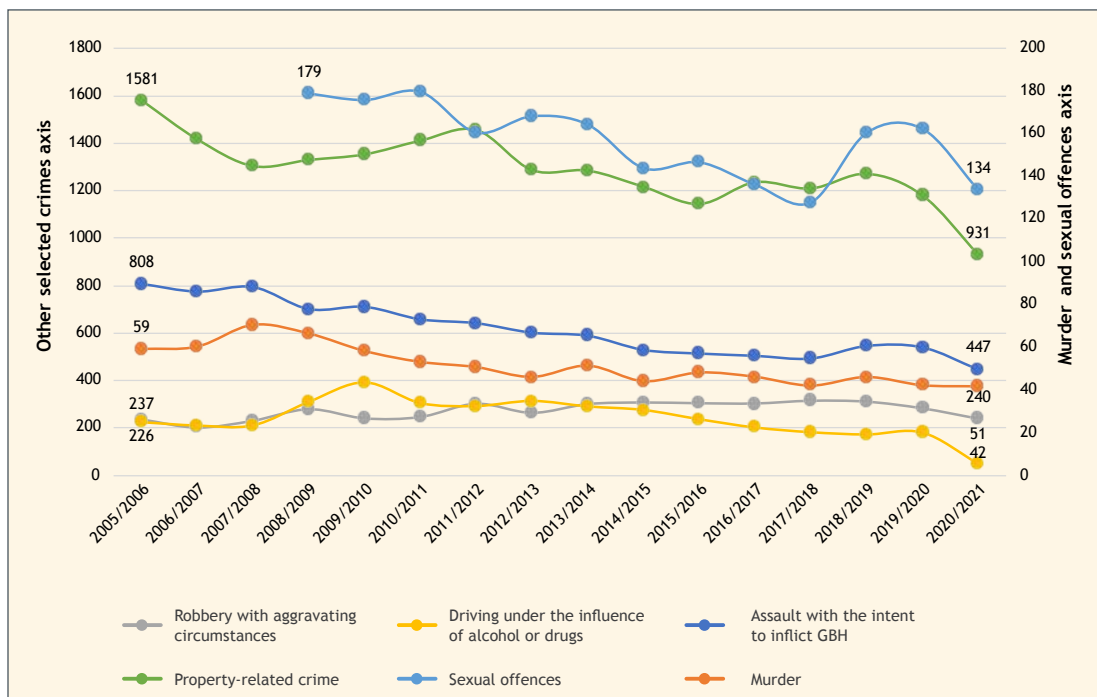
Figure 14: Long-term trends in selected crimes recorded per 100 000 people in Buffalo City (2005/06–2020/21)

Over the past five years, Buffalo City has shown sustained decreases in crime rates, including 13% decline in the murder rate (↓1% last year) and in assault GBH (↓17% last year); 9% decline in sexual offences (despite a spike in 2018/19, down 18% last year). However, property crimes have declined slower than most other cities, decreasing by 19% over the last five years and 21% last year. The city saw an impressive 15% decrease in robbery rates, while its recorded rates of driving under the influence of alcohol or drugs have also been trending downward since 2015/16 (↓79%). However, the 72% decrease in the past year suggests that police did not prioritised routine roadblock activities.

City of Cape Town

Table 8: City-specific crime profile – Cape Town

CATEGORY		INDICATOR		CPT
Objective indicators		1	Murder rate	67
		2	Assault rate	198
		3	Robbery rate	340
		4	Property-related crime rate	803
		5	Sexual offences rate	88
		6	Public/collective violence rate	11
		7	Police activity	41
Subjective indicators		8	Experience of crime/violence	6%
		9	Feelings of safety/fear of crime	29%
		10	Perception of/satisfaction with law enforcement	78%
Social/structural indicators	**Urbanisation**	11	Rapid population growth	2.5%
		12	Population density	1840
		13	Social incoherence/family disruption	14%
	Marginalisation	14	Poverty	0.75
		15	Income inequality	0.62
		16	(Youth) unemployment	21%
		17	Deprivation of services	3%
	Social/physical environment	18	Informal housing	11%
		19	Infrastructure	3.1
		20	School conditions and violence	
		21	Access to a) alcohol	41
		21	Access to b) drugs	630
		21	Access to c) firearms	46

City is doing relatively well compared to the other cities	City is doing about average compared to the other cities	City is doing relatively poorly compared to the other cities

Although Cape Town continues to have very high crime rates, it has moved from being first to second ranked for property-related crimes and robberies. The city has the highest rate of public violence cases among the cities and experienced a sharp decrease in police activity (measured by recorded rates of driving while under the influence), which can be explained by the prioritisation of policing lockdown restrictions and the implementation of alcohol bans. Over the past year, experiences of crime and perceptions of safety and satisfaction with police have improved, with satisfaction with law enforcement second only to Ekurhuleni. The city also has the lowest rating for feeling unsafe at night of all the cities.

Despite a reduction in most social and structural risk factors, the city shows a slight, increase in the income inequality gap, which should be closely monitored. Compared to previous years, the city's population growth and density are increasing at a concerning rate, but social incoherence has been declining since 2019/20. Although the city's urbanisation factors appear to be relatively high, its unemployment rate is the lowest of the cities, while its infrastructure vulnerability is the third lowest (after Johannesburg and Ekurhuleni).
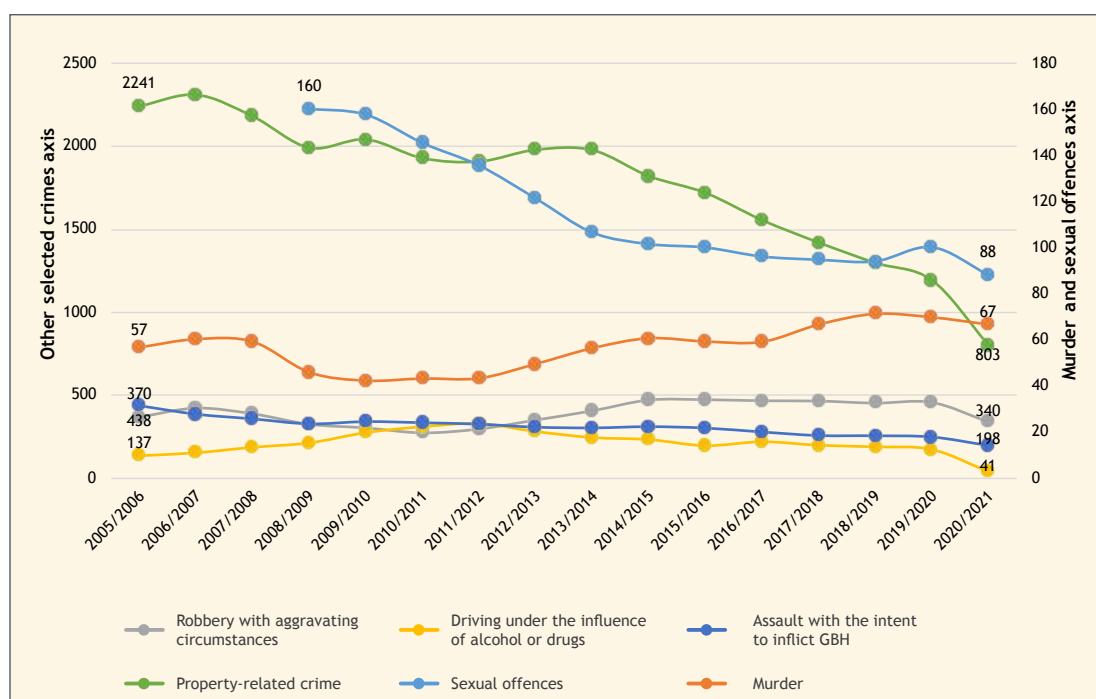
Figure 15: Long-term trends in selected crimes recorded per 100 000 people in Cape Town (2005/06–2020/21)

The murder rate in Cape Town has reduced by 4% since 2019/20 but has increased by 12% since 2015/16. Similarly, the rate of sexual offences declined, as did the rate of assault with intent to inflict GBH, by 12% since 2019/20 and 35% since 2015/16. Like other cities, property-related crimes continued to decline, reducing by 33% in the past year and by 53% since 2015/16. Over the past year, robberies with aggravating circumstances reduced by 26% and incidents of driving under the influence of alcohol or drugs decreased by 76%. This sharp reduction may be correlated with the policing of lockdown restrictions rather than routine police activity.

City of Ekurhuleni

Table 9: City-specific crime profile – Ekurhuleni

CATEGORY		INDICATOR		EKU
Objective indicators		1	Murder rate	26
		2	Assault rate	193
		3	Robbery rate	252
		4	Property-related crime rate	516
		5	Sexual offences rate	63
		6	Public/collective violence rate	4
		7	Police activity	168
Subjective indicators		8	Experience of crime/violence	4%
		9	Feelings of safety/fear of crime	45%
		10	Perception of/satisfaction with law enforcement	80%
Social/structural indicators	Urbanisation	11	Rapid population growth	3%
		12	Population density	2016
		13	Social incoherence/family disruption	12%
	Marginalisation	14	Poverty	0.71
		15	Income inequality	0.63
		16	(Youth) unemployment	27%
		17	Deprivation of services	9%
	Social/physical environment	18	Informal housing	11%
		19	Infrastructure	2.6
		20	School conditions and violence	
		21	Access to a) alcohol	168
		21	Access to b) drugs	190
		21	Access to c) firearms	25

City is doing relatively well compared to the other cities	City is doing about average compared to the other cities	City is doing relatively poorly compared to the other cities

Ekurhuleni's crime rates remain relatively low compared to other cities. The city has the second lowest rate of property-related crimes (after eThekwini) and murders (with Mangaung), the third lowest assault rate and sexual offences rate – although this may not reflect the true extent of these crimes – and the fourth lowest robbery rate. Like other cities, its police activity indicator (as measured by recorded rates of driving while under the influence) has decreased significantly due to the reprioritisation of police activities during lockdown.

Ekurhuleni shows a significant improvement in satisfaction with law enforcement and is ranked the highest at 80%. However, the city continues to face some social/structural challenges, ranking third for rapid population growth and second for population density, but performed better than previous years for informal housing and has the second lowest infrastructure vulnerability (after Johannesburg).
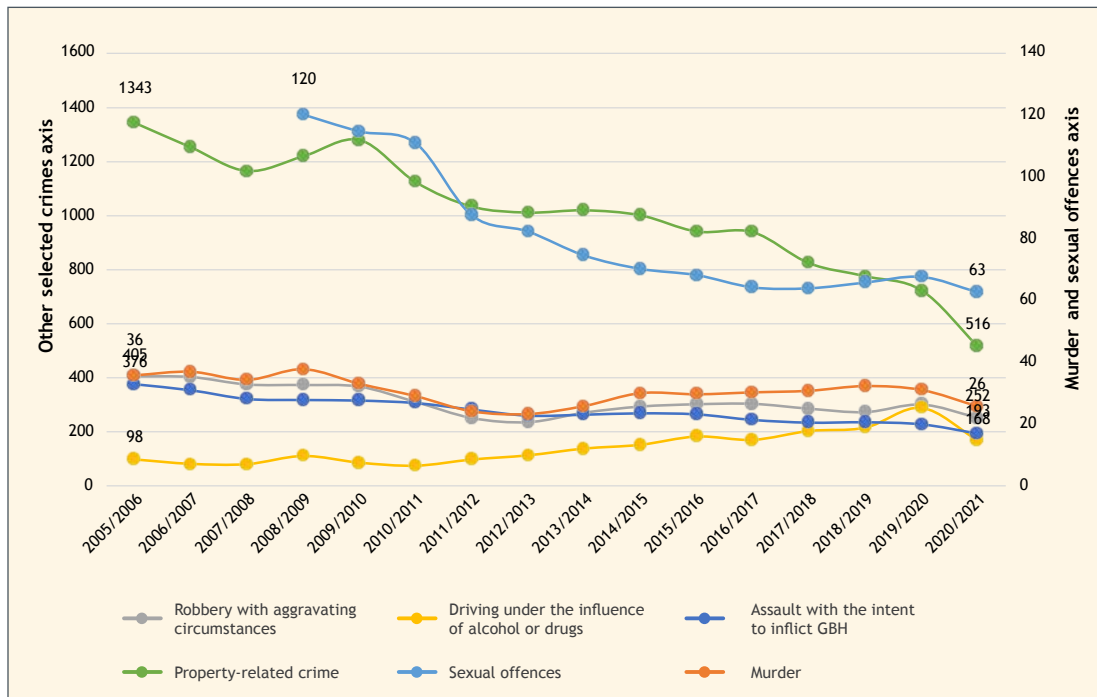
Figure 16: Long-term trends in selected crimes recorded per 100 000 people in Ekurhuleni (2005/06–2020/21)

Over the past year, Ekurhuleni experienced a 15% reduction in assault with intent to inflict GBH (↓27% since 2015/16), a 7% reduction in sexual offences (↓8% since 2015/16), and a 29% reduction in property-related crimes (↓45% since 2015/16). Since 2019/20, robberies declined by 16% and appears to have stabilised, albeit at a fairly alarming level, and murders declined by 17% (↓13% since 2015/16). Although driving under the influence of alcohol or drugs reduced by 42% since 2019/20 and 8% since 2015/16, it has increased by 72% since 2005/06.

Table 10: City-specific crime profile – eThekwini

CATEGORY		INDICATOR	ETH
Objective indicators		1 Murder rate	47
		2 Assault rate	174
		3 Robbery rate	291
		4 Property-related crime rate	654
		5 Sexual offences rate	64
		6 Public/collective violence rate	5
		7 Police activity	24
Subjective indicators		8 Experience of crime/violence	6%
		9 Feelings of safety/fear of crime	51%
		10 Perception of/satisfaction with law enforcement	59%
Social/structural indicators	Urbanisation	11 Rapid population growth	1.7%
		12 Population density	1556
		13 Social incoherence/family disruption	14%
	Marginalisation	14 Poverty	0.67
		15 Income inequality	0.62
		16 (Youth) unemployment	28%
		17 Deprivation of services	7%
	Social/physical environment	18 Informal housing	8%
		19 Infrastructure	6.4
		20 School conditions and violence	
		21 Access to a) alcohol	24
		21 Access to b) drugs	273
		21 Access to c) firearms	25

City is doing relatively well compared to the other cities	City is doing about average compared to the other cities	City is doing relatively poorly compared to the other cities

Since 2019/20, eThekwini has managed to maintain a consistent position across the 21 indicators. It is ranked fourth for murder and robbery and for sexual offences. Recorded cases of driving under the influence of alcohol have decreased but access to drugs remains particularly high compared to other cities.

The city has seen marginal improvement in satisfaction with law enforcement, while most social and structural indicators show no significant increases or reductions – the exception is the reduction in the percentage of households experiencing deprivation of services. The city ranks second after Buffalo City for infrastructure vulnerability.
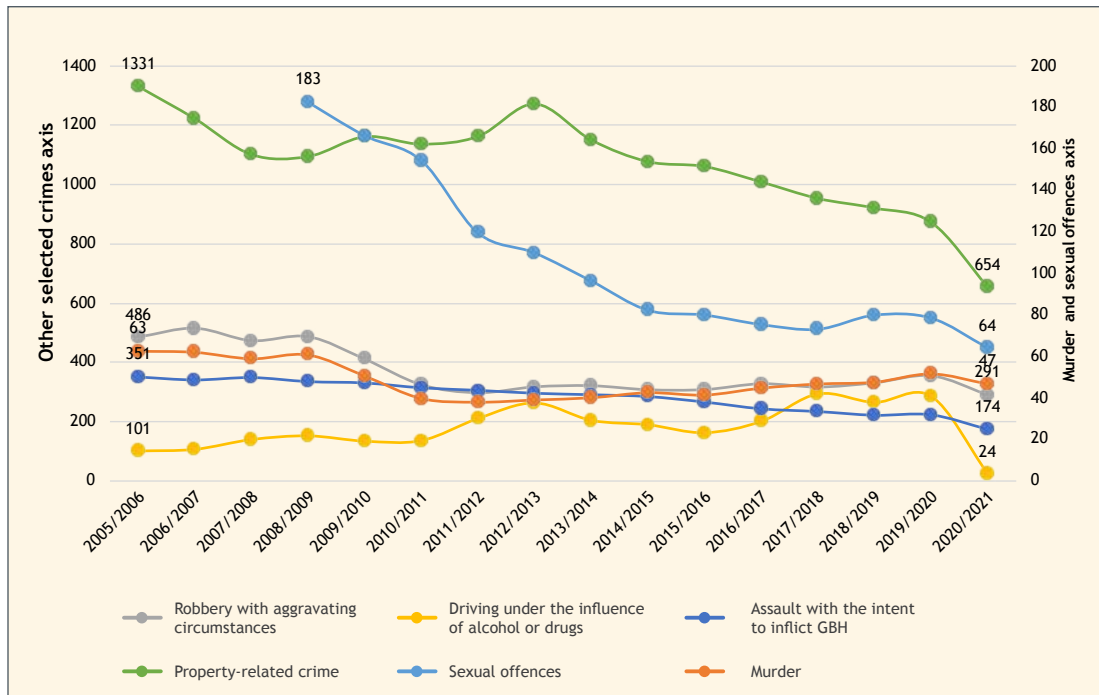
Figure 17: Long-term trends in selected crimes recorded per 100 000 people in eThekwini (2005/06–2020/21)

Assaults with intent to inflict GBH in eThekwini have declined impressively, by 22% since 2019/20 and 35% since 2015/16. Together with Ekurhuleni, eThekwini has the lowest rates of property-related crimes, which reduced by 25% in the past year and 38% since 2015/16. Robberies also declined, by 18%, which is in contrast to the increase in the previous year. However, despite decreasing by 9% since 2019/20, murders have increased by 13% since 2015/16. This decrease should be read with caution in light of the restrictions imposed during lockdown. Like other cities, such as Johannesburg and Cape Town, driving under the influence of alcohol and drugs declined by 92% since 2019/20 and 85% since 2015/16.

Table 11: City-specific crime profile – Johannesburg

CATEGORY		INDICATOR		JHB
zzzObjective indicators		1	Murder rate	27
		2	Assault rate	229
		3	Robbery rate	296
		4	Property-related crime rate	508
		5	Sexual offences rate	58
		6	Public/collective violence rate	3
		7	Police activity	52
Subjective indicators		8	Experience of crime/violence	6%
		9	Feelings of safety/fear of crime	31%
		10	Perception of/satisfaction with law enforcement	77%
Social/structural indicators	Urbanisation	11	Rapid population growth	3.7%
		12	Population density	3565
		13	Social incoherence/family disruption	14%
	Marginalisation	14	Poverty	0.73
		15	Income inequality	0.62
		16	(Youth) unemployment	25%
		17	Deprivation of services	6%
	Social/physical environment	18	Informal housing	9%
		19	Infrastructure	1.0
		20	School conditions and violence	
		21	Access to a) alcohol	52
		21	Access to b) drugs	142
		21	Access to c) firearms	21

City is doing relatively well compared to the other cities	City is doing about average compared to the other cities	City is doing relatively poorly compared to the other cities

Since last year, Johannesburg's rankings have improved in 18 of the 21 indicators, with the remaining three (indicators 10–12) staying generally at the same level. Compared to other cities, the city's crime rates are low except for robbery and assault, while property-related crimes are the lowest, and its murder rate is relatively low compared to Ekurhuleni and Mangaung. Johannesburg had relatively low levels of police activity (as measured by recorded rates of driving while under the influence of alcohol or drugs), which is likely due to the police focusing on enforcing lockdown alert level regulations. The perceptions of safety and satisfaction with the police and experience of crime and violence reflect the results from the VoCS at provincial and district level for 2019, with Johannesburg performing well compared to other cities, particularly Msunduzi and eThekwini.

Johannesburg's population growth was the highest of the nine cities, increasing from 3.4% to 3.7%, and urbanisation continues to be central to crime and safety challenges in the city. Its population density is also the highest, being nearly twice that of its neighbour Ekurhuleni. Impressively, the city showed a significant decline in informal housing and in deprivation of services, and is ranked lowest of all the cities for infrastructure vulnerability, reflecting the importance of combating urbanisation and inequality challenges in pursuit of progressive safety planning.
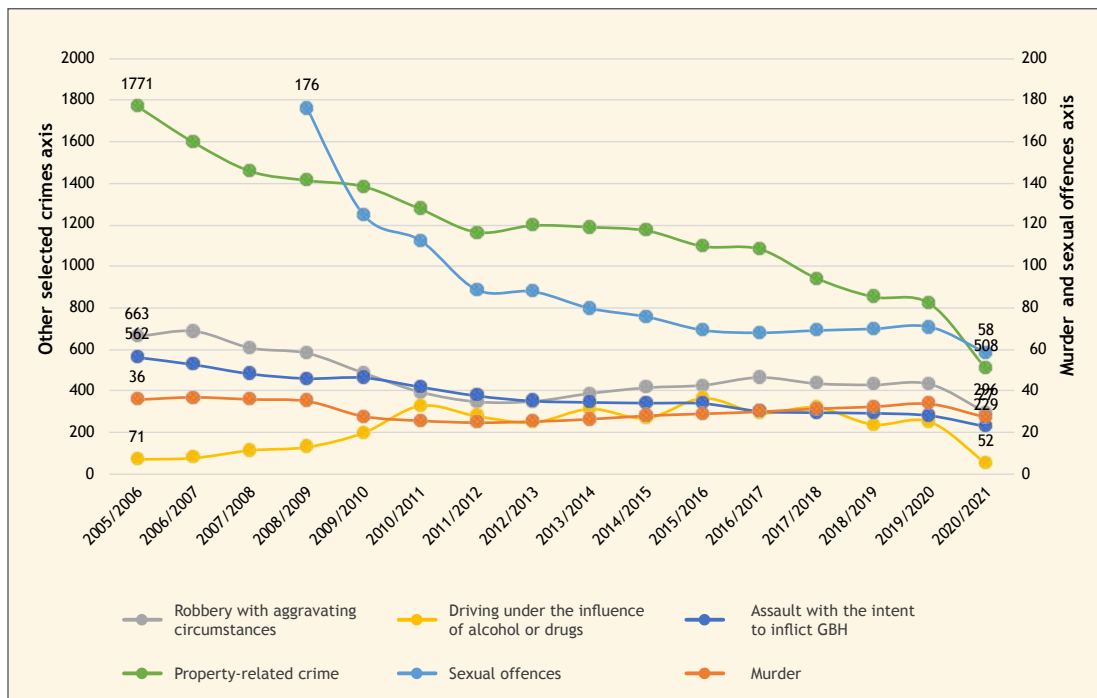
Figure 18: Long-term trends in selected crimes recorded per 100 000 people in Johannesburg (2005/06–2020/21)

Over the past year, all crime rates decreased, with murders declining by 16% (↓6% since 2015/16). Like most of the other cities, since 2018/19, the city has experienced a decline in the recorded rates of driving under the influence of alcohol or drugs. The sharp reduction of 78% between the 2019/20 and 2020/21 can be explained by the prioritisation of policing lockdown restrictions and the implementation of alcohol bans.

Since 2015/16, property-related crimes reduced by 54% and robberies with aggravating circumstances by 31% (↓32% since 2019/20). Since 2005/06, both assault with the intent to inflict GBH and sexual offences have steadily declined, by 59% and 67% respectively. However, this trend could be due to declining confidence in the reporting of such crimes to the police.

Table 12: City-specific crime profile – Mangaung

CATEGORY		INDICATOR	MAN
Objective indicators		1 Murder rate	26
		2 Assault rate	327
		3 Robbery rate	165
		4 Property-related crime rate	675
		5 Sexual offences rate	103
		6 Public/collective violence rate	8
		7 Police activity	66
Subjective indicators		8 Experience of crime/violence	4%
		9 Feelings of safety/fear of crime	30%
		10 Perception of/satisfaction with law enforcement	75%
Social/structural indicators	Urbanisation	11 Rapid population growth	1.3%
		12 Population density	88
		13 Social incoherence/family disruption	15%
	Marginalisation	14 Poverty	0.68
		15 Income inequality	0.62
		16 (Youth) unemployment	24%
		17 Deprivation of services	11%
	Social/physical environment	18 Informal housing	7%
		19 Infrastructure	5.5
		20 School conditions and violence	
		21 Access to a) alcohol	66
		21 Access to b) drugs	169
		21 Access to c) firearms	9

City is doing relatively well compared to the other cities	City is doing about average compared to the other cities	City is doing relatively poorly compared to the other cities

Mangaung's crime profile is slightly less dominated by violent interpersonal crimes than for other cities. Despite ranking second for sexual offences and assaults, the city's rates have improved since the previous year. It has also improved its murder rate, to the same level as Ekurhuleni. The city continues to have the lowest robbery rates of the nine cities and relatively high levels of police activity, as measured by recorded rates of driving while under the influence, although this decreased quite significantly in 2019/20, suggesting a substantive drop in police activity. The 2019 VoCS results at provincial and district levels show significant improvement in satisfaction with law enforcement since 2019/20, with the city ranking relatively high at 75%.

The city continues to face social and structural challenges. Compared to the other cities, its population growth, population density and percentage of informal housing are relatively low, while its unemployment rate is third lowest at 24%. However, Mangaung has a relatively high ranking for infrastructure vulnerability.
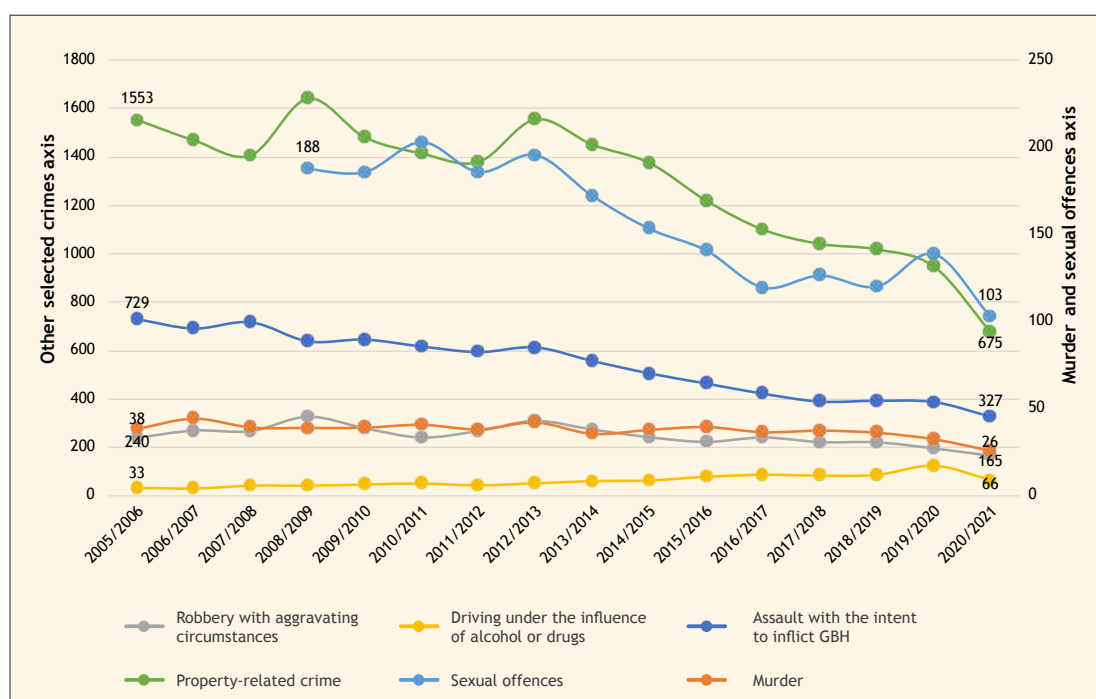
Figure 19: Long-term trends in selected crimes recorded per 100 000 people in Mangaung (2005/06–2020/21)

Crimes in the city declined over the past year and in most cases continued a five-year downward trend: assaults with intent to inflict GBH decreased by 16% (↓30% since 2015/16), property-related crimes decreased by 26% (↓45% since 2015/16), murders by 20% (↓35% since 2015/16), and aggravated robberies by 16% (↓26% since 2015/16). After increasing in 2019/20, recorded sexual offences declined by 26% in 2020/21, while the city's rate of driving under the influence of alcohol or drugs significantly decreased by 47% over the last year and by 16% in the last five years.

Msunduzi Local Municipality

Table 13: City-specific crime profile – Msunduzi

CATEGORY		INDICATOR	MSU
Objective indicators		1 Murder rate	54
		2 Assault rate	224
		3 Robbery rate	230
		4 Property-related crime rate	714
		5 Sexual offences rate	73
		6 Public/collective violence rate	3
		7 Police activity	66
Subjective indicators		8 Experience of crime/violence	8%
		9 Feelings of safety/fear of crime	46%
		10 Perception of/satisfaction with law enforcement	77%
Social/ structural indicators	**Urbanisation**	11 Rapid population growth	1.4%
		12 Population density	939
		13 Social incoherence/family disruption	18%
	Marginalisation	14 Poverty	0.66
		15 Income inequality	0.63
		16 (Youth) unemployment	32%
		17 Deprivation of services	4%
	Social/physical environment	18 Informal housing	6%
		19 Infrastructure	4.9
		20 School conditions and violence	
		21 Access to a) alcohol	66
		21 Access to b) drugs	323
		21 Access to c) firearms	20

City is doing relatively well compared to the other cities	City is doing about average compared to the other cities	City is doing relatively poorly compared to the other cities

Msunduzi continues to rank in the middle to low of the cities for most crimes and has the second lowest rate of robbery (after Mangaung). It is ranked third for murders (after Cape Town and Nelson Mandela Bay) and fourth for assaults with intent to inflict GBH and for property-related crimes. District data from the 2019 VoCS reveals a significant increase in persons feeling unsafe at night but improved satisfaction with law enforcement, at 77%.

The city continues to face many social/structural challenges. Of the nine cities, Msunduzi has the highest ranking for social incoherence and poverty and second-highest ranking for unemployment and inequality. The city also has a relatively high level of infrastructure vulnerability.
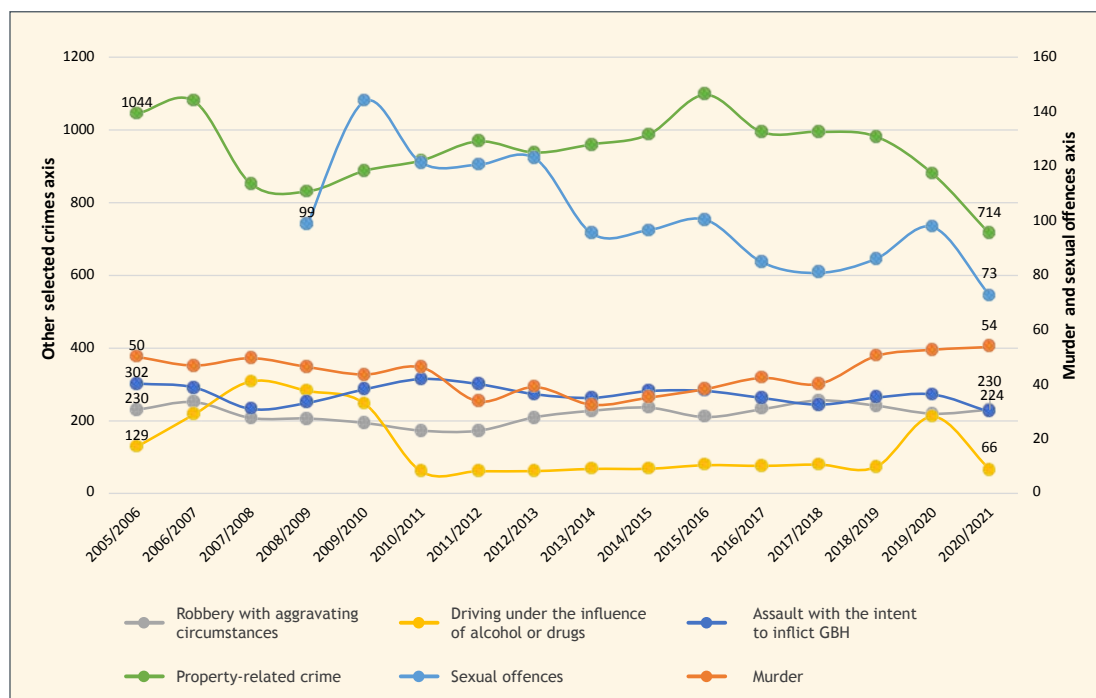
Figure 20: Long-term trends in selected crimes recorded per 100 000 people in Msunduzi (2005/06–2020/21)

Msunduzi is the smallest of the cities and only non-metro. Since 2015/16, property-related crimes have declined substantially, by 35% (↓19% over the past year), while assaults with intent to inflict GBH decreased by 20% (↓18% since 2019/20). Similarly, over the past five years, its recorded rates of sexual offences declined by 28% and by 26% last year. Of concern is the murder rate, which has increased by 40% since 2015/16. Recorded rates of driving under the influence of alcohol or drugs decreased by 14% over the last five years but by 69% last year, again suggesting that the police have substantially deprioritised roadblock operations.

Table 14: City-specific crime profile – Nelson Mandela Bay

CATEGORY		INDICATOR	NMB
Objective indicators		1 Murder rate	71
		2 Assault rate	213
		3 Robbery rate	341
		4 Property-related crime rate	724
		5 Sexual offences rate	100
		6 Public/collective violence rate	2
		7 Police activity	21
Subjective indicators		8 Experience of crime/violence	8%
		9 Feelings of safety/fear of crime	33%
		10 Perception of/satisfaction with law enforcement	73%
Social/structural indicators	Urbanisation	11 Rapid population growth	0.5%
		12 Population density	618
		13 Social incoherence/family disruption	14%
	Marginalisation	14 Poverty	0.70
		15 Income inequality	0.63
		16 (Youth) unemployment	31%
		17 Deprivation of services	4%
	Social/physical environment	18 Informal housing	5%
		19 Infrastructure	3.9
		20 School conditions and violence	
		21 Access to a) alcohol	21
		21 Access to b) drugs	260
		21 Access to c) firearms	32

City is doing relatively well compared to the other cities	City is doing about average compared to the other cities	City is doing relatively poorly compared to the other cities

Nelson Mandela Bay has a growing problem with violence. It has the highest murder and robbery rate and third highest property-related crime rate of all the cities. The city also recorded the lowest rate of police activities (measured by recorded rates of driving while under the influence) over the past year. Nevertheless, the 2019 Victims of Crime Survey results, which are available at a provincial and district level, show a significant improvement in satisfaction with law enforcement, with the city ranking the relatively well at 73%.

The city continues to face many social/structural challenges. Compared to the other cities, it ranks second lowest for rapid population growth and for the percentage of informal housing, but has the third highest unemployment rate of 31%.
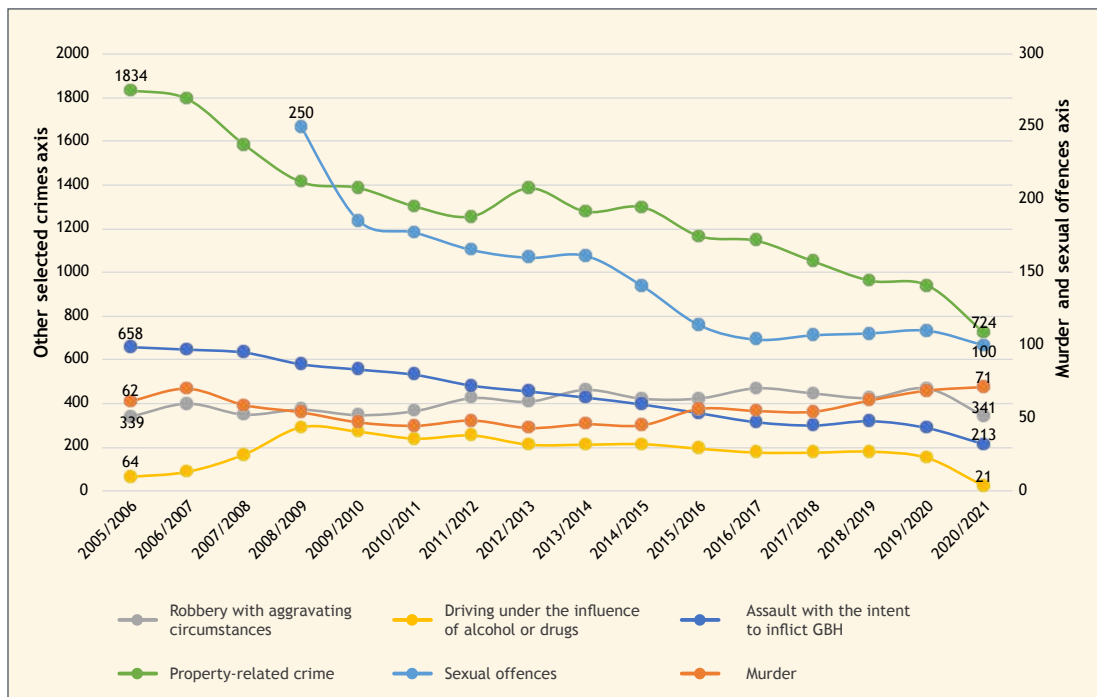
Figure 21: Long-term trends in selected crimes recorded per 100 000 people in Nelson Mandela Bay (2005/06–2020/21)

Like the other cities, since 2005/06, Nelson Mandela Bay has seen a decrease in assaults with intent to inflict GBH (↓40%) and sexual offences (↓12%), and this trend continued in 2020/21, with a decline of 26% for assaults and 9% for sexual offences. Property-related crimes also continue to trend downwards, declining by 23% in the past year and 38% over the past five years. However, despite this significant decline, the city has the third highest property-related crimes (after Buffalo City and Cape Town). The city also has the highest murder and robbery rates, although robberies declined by 27% last year. Of concern is the increase in the murder rate (↑4% since 2019/20 and ↑27% since 2015/16). Driving under the influence of alcohol or drugs rates have decreased by 89% since 2015/16 (↓86% since 2019/20), but this may be indicative of the shift to policing lockdown restrictions instead of routine roadblocks.

Table 15: City-specific crime profile – Tshwane

CATEGORY		INDICATOR	TSH
Objective indicators		1 Murder rate	18
		2 Assault rate	155
		3 Robbery rate	282
		4 Property-related crime rate	687
		5 Sexual offences rate	55
		6 Public/collective violence rate	3
		7 Police activity	55
Subjective indicators		8 Experience of crime/violence	5%
		9 Feelings of safety/fear of crime	37%
		10 Perception of/satisfaction with law enforcement	72%
Social/ structural indicators	Urbanisation	11 Rapid population growth	3.3%
		12 Population density	592
		13 Social incoherence/family disruption	14%
	Marginalisation	14 Poverty	0.73
		15 Income inequality	0.62
		16 (Youth) unemployment	24%
		17 Deprivation of services	9%
	Social/physical environment	18 Informal housing	10%
		19 Infrastructure	4.5
		20 School conditions and violence	
		21 Access to a) alcohol	57
		21 Access to b) drugs	166
		21 Access to c) firearms	14

City is doing relatively well compared to the other cities	City is doing about average compared to the other cities	City is doing relatively poorly compared to the other cities

Compared to the other cities, Tshwane has the lowest rates of murder, assault and sexual offences. Its murder rate is nearly half that of the national average.

The 2019 VoCS results are available at a provincial and district level for the three subjective indicators (experience of crime/violence, perceptions of safety and satisfaction with police). Tshwane has seen a significant improvement in satisfaction with law enforcement since the last reporting period.

The city continues to face some social/structural challenges, ranking second highest for rapid population growth but relatively low for population density, while informal housing rates have improved. Furthermore, the new infrastructure vulnerability indicator (indicator 19) places Tshwane in the middle of the vulnerability spectrum.
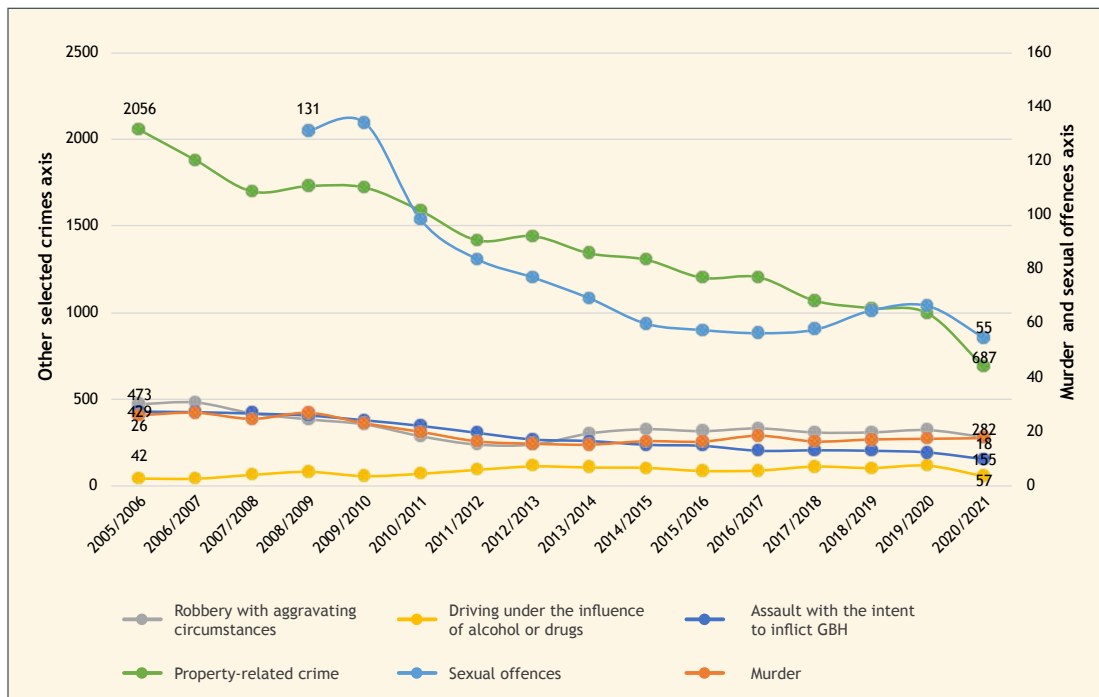
Figure 22: Long-term trends in selected crimes recorded per 100 000 people in Tshwane (2005/06–2020/21)

As with other cities, the indicator of police activity (as measured by recorded rates of driving while under the influence of alcohol or drugs) has seen a sharp reduction, of 52%, in the past year (↓35% since 2015/16). This can be explained in terms of the reprioritisation of police activities to police the lockdown restrictions and the implementation of alcohol bans. In the past year, most crimes have declined in Tshwane (from a relatively low baseline): sexual offences declined by 18% (↓5% since 2015/16), while the assaults with the intent to inflict GBH decreased by 20% (↓33% since 2015/16). The exception is the murder rate, which increased by 1% (↑8% in the last five years). Despite this increase, the murder rate remains the lowest of the nine cities. The robbery rate declined by 12% year-on-year, resulting in an 11% decrease across five years. Property-related crime continued the sustained downward trend, decreasing by 31% since 2019/20 (↓43% since 2015/16).

Annexure B: USRG members

MEMBER INSTITUTION	TITLE	NAME	SURNAME	DESIGNATION
Buffalo City	Dr	Ntobeko	Stemele	Commander: Law Enforcement; Health, Public Safety & Emergency Services
	Mr	Quinton	Chetty	Commander: Traffic Services; Health, Public Safety & Emergency Services
City of Ekurhuleni	Mr	Goodman	Mzolo	Chief of Police; Ekurhuleni Metro Police Department (EMPD)
	Mr	Julius Doctor	Mkhwanazi	Snr. Superintendent: Ekurhuleni Metro Police Department (EMPD)
	Mr	Puleng	Lekgoathi	Superintendent/Community Safety Officer; Department of Community Safety
City of Johannesburg	Ms	Nazira	Cachalia	Deputy Director: Joburg City Safety Programme; Public Safety
	Ms	Joy Lynn	Jacobs	Project Specialist: Joburg City Safety Programme; Public Safety
	Ms	Tshegofatso Bonolo	Malapane	Specialist: Joburg City Safety Programme; Public Safety
	Ms	Ayanda	Roji	General Manager: Corporate Research and Knowledge Management; Joburg City Parks and Zoo
	Mr	Stefan	Van Niekerk	Strategic Urban Designer
Tshwane Metro Police	Ms	Charmaine	Sutil	Functional Head: Specialised Policing
	Mr	Nhlengane Joseph	Mabunda	Director: Crime Prevention
eThekwini	Mr	Martin	Xaba	Head: Safer Cities Unit
	Ms	Nomusa Priscilla	Shembe	Senior Manager: Safer Cities Unit
	Mr	Bongumusa	Zondo	Senior Manager: Long-Term Development Planning; Office of Strategy Management
	Mr	Mahlomola	Lengolo	Research and Policy Advice
Mangaung	Mr	Mzingisi	Nkungwana	HOD Social Services
Msunduzi	Mr	Chandrallal	Parbhoo	Superintendent: Public Safety Enforcement & Disaster Management
Nelson Mandela Bay	Mr	Shane	Brown	Acting Executive Director: Safety and Security
	Ms	Thandile	Matshikwe	Coordinator: Community Safety Forums; Safety and Security
Civilian Secretariat for Police Service	Ms	Lillian	Mashele	Deputy Director: Policy Development; Policy Development Unit
	Ms	Martha	Molepo	Director: Research; Policy Development Unit
COGTA	Ms	Stefanie	Chetty	Director: Urban Policy Development and Management
	Ms	Nomkita	Fani	Director: Intermediate Cities & Spatial Planning

MEMBER INSTITUTION	TITLE	NAME	SURNAME	DESIGNATION
GIZ-VCP	Mr	Terence	Smith	Programme Manager
	Mr	Thomas	Hellmann	Technical Advisor
	Mr	Thulani	Mahlangu	Senior Technical Advisor
	Ms	Johanna	Tyrakowski	Development Advisor
	Ms	Tlholohelo	Mokgere	Junior Technical Advisor
National Department of Human Settlements	Ms	Hayley	McKuur	Chief Director: Operational Policy Frameworks
National Treasury	Ms	Samantha	Govender-Hlahatsi	Director: Knowledge and Communications; Neighbourhood Development Programme
	Mr	Ndimphiwe	Jamile	Projects Manager: Neighbourhood Development Programme
Office of the Public Service Commission	Ms	Bertha	Mboniswa	Director: Policy Development
South African Cities Network	Ms	Siphelele	Ngobese	Researcher: Inclusive Cities
	Ms	Nicolette	Pingo	Programme Manager: Inclusive Cities
	Ms	Sadhna	Bhana	Programmes Coordinator

Annexure C: USRG urban safety briefs

This year, the USRG developed three urban safety briefs:

- 1/2020: Public Space and Urban Safety
- 1/2022: The Impact of CCTV in Violence and Crime Prevention Practice and the Institutionalisation of Safety
- 2/2022: The Leveraging of Public Employment Programmes for Crime and Violence Prevention and Safety

Shortened versions of the original safety briefs are provided below.

Urban Safety Brief No. 1/2020: Public Space and Urban Safety

Quality public space contributes to safety, well-being and a sense of community, and plays an important role in transforming society. Public open spaces include streets, pavements, parks, bus and taxi ranks, town squares, market areas, public sanitation and ablution facilities.

In South Africa, many public spaces are perceived as unsafe and threatening, while many disadvantaged neighbourhoods lack good quality public spaces, as a consequence of apartheid spatial planning. Public spaces are sites of homelessness, informal settlements, substance abuse and criminality, which are related to structural issues, including spatial and socioeconomic inequalities. The response to these realities is often to privatise public spaces, which results in the displacement of the most vulnerable people in society and undermines integration and inclusion.

South Africa also has a culture of violence, with women, girls and the LGBTQI+ community being particularly vulnerable in public spaces. Therefore, planning for safety needs to be holistic, with a focus on interventions that target gender-based and sexual violence.

The COVID-19 crisis highlighted South Africa's spatial inequality and the important role played by public space in supporting mental and physical health. The lack of public space in poorer and marginalised communities made social distancing and other COVID safety practices difficult to implement. At the same time, the crisis offers an opportunity to think differently about public space.

Policy, practice and integration

South Africa's policy documents link public space to safety but are not detailed and clear enough about how public space can promote safety. However, there are good local practices, such as the detailed Tshwane Open Space Framework, that speak directly to the design, development and management of public space. The starting point for enabling an adaptive local policy is to undertake a local safety audit focused on a particular neighbourhood or public space. Community support is essential, and city planning based on co-creation and co-production improves community engagement and ownership. Policy implementation remains a challenge, as successful public space interventions often depend on a champion or maverick. Implementation is also affected by the disconnect that exists between by-laws relating to public space uses and new policy and strategy.

Informality, public space and safety

COVID-19 exposed the inequalities in South Africa's cities and exacerbated existing safety issues faced by vulnerable informal workers (e.g. street traders and waste pickers). Cities should support informal workers who provide passive surveillance, by recognising their contribution to the local economy and to cultural diversity and by improving facilities such as toilets, sanitation and shelter. Public space can also be used for public awareness campaigns aimed at educating people about safe behaviours and help reduce the spread of viruses through simple design interventions such as social distancing markings and public seating.

Innovation and learning from best practice

CORE PRINCIPLES

Resilient safety interventions require wide-ranging stakeholder engagements that build trust and alliances and recognise the knowledge and resources of local communities.

Re-imagining public space in the Global South requires thinking about inclusion, dignity, equal access, empowerment and spatial justice, and incorporating informality is a key part of making public spaces more people-centred.

Local users know their public spaces and core safety issues best, and full representation is crucial for community ownership and buy-in, which improves the sustainability of interventions.

Participation not consultation

Homegrown public space

Local context is key

SAFE PUBLIC SPACE

CPTED design elements include lighting, surveillance, improved sightlines, visibility, clear access points and pedestrian routes through spaces and services including ablutions and sanitation.

Crime prevention through environental design

Integrated approach

An inter-departmental (not siloed) approach to working with local stakeholders improves the planning and development of public spaces, which should include the mainstreaming of public safety.

Activated public space

Holistic interventon

Public spaces that have a variety of activations, built around sports, arts and culture, as well as facilities such as lockers for homeless people, are safer (especially for the youth, women and the LGBTQI+ community) and contribute to social cohesion.

Safety and public space are cross-cutting realities, and so strategies and policies should differentiate and accommodate the wide range of public spaces, such as streets, informal settlements and townships.

Four projects offer examples of what cities are doing to improve safety in public spaces.

The **End Street North Park in Johannesburg** demonstrates an integrated, holistic, collaborative and innovative approach to public space design and management. This pilot project was run by Johannesburg City Parks and Zoo Department and involved upgrading the park in consultation with local users and stakeholders and in collaboration with other city departments. Its success was due to the involvement of park users, from concept through to development, the collaboration between city departments and flexibility at local level that came from being a pilot project.

Located in a light industrial area, **Congella Park in eThekwini** is an example of successful collaboration between local government, the private sector and communities. Began in 2016, the revitalisation of the area involved cleaning up and activating the park, through employing residents of the park, creating a food garden and establishing a recycling project. This was done in consultation with a wide range of stakeholders, including the Umbilo Business Forum (UBF) which provided support for the management, permaculture and recycling programmes. Individual champions of the project proved incredibly important to the sustainability of the project.

The **Park Activation Coordinator Programme,** which is being piloted in **eThekwini and Johannesburg,** is a creative approach to park maintenance and management. Through the Expanded Public Works Programme and the Community Work Programme, six Park Activation Coordinators (who are from the local community) assist in implementing sports, games and reading clubs in the parks. Their training includes a focus on community safety, as well as facilitation, communication and relationship-building skills. Employing locals encourages existing community groups to participate, thereby increasing ownership and sustainability of the programme.

Safety is a crucial aspect of **informal settlement upgrading in Cape Town,** at Site C in Khayelitsha and Monwabisi Park (among others) by the Violence Prevention through Urban Upgrading (VPUU). Issues, such as crime, fear and violence, are addressed, through improving infrastructure and services, tenure security and local opportunities.

Recommendations

- Before preparing context-specific interventions, undertake detailed local safety audits that will inform the city's SDF and IDP, paying special attention to opportunities for collaboration between state and non-state actors.
- Take preventative measures to address crime and violence, facilitated through community ownership.
- Improve place-making at local level by incorporating CPTED and other local solutions in national policy (including the IUDF).
- Review the supply chain management and procurement procedures to improve flexibility without facilitating corruption, to enable co-

In brief

- *Inequality affects what is possible in public space, but public space has the potential to be transformative.*
- *Deep, meaningful and continuous participation is crucial to improving public spaces.*
- *Local level practice and understanding local context should underpin public space interventions.*
- *Greater success is achieved through co-collaboration and co-creation.*

production and co-creation.

- Employ local workers when upgrading informal settlements and improve health facilities (toilets, sanitation) for informal workers and residents of informal settlements.
- Develop structured mechanisms for collaboration, learning and exchange within and across municipalities, to support integrating public space planning into broader development strategies, and improve collaboration with the Centre on African Public Spaces.
- Protect existing public spaces and create more public spaces, such as making streets pedestrianised and/or reserving them for informal traders.

Urban Safety Brief No. 1/2022: The Impact of Closed-Circuit Television (CCTV) in Violence and Crime Prevention Practice and the Institutionalisation of Safety[50]

The use of CCTV is growing globally, based on the perception that it is an important instrument for preventing and reducing crime. A common belief is that CCTV, although more expensive, assists in investigations, arrests and convictions and is an important tool for municipal safety and security strategies. For many, the utility of CCTV outweighs the importance of personal privacy. This policy brief tests the five main perceptions that drive the use of CCTV and provides recommendations for municipalities based on findings.

Image used with permission from the brixton_photo_collective, highlighting the self-imposed levels of security that South Africans often live with, where their homes become their prisons.

Perceptions of CCTV

CCTV deters opportunistic criminals and therefore reduces crime

In South Africa, with its high crime rates, CCTV is widely believed to be effective, as potential criminals are less likely to commit crimes when being watched by cameras. CCTV surveillance systems were initially rolled out in central business districts (CBDs), to cover areas that the SAPS could not read. However, criminals are often more agile than surveillance systems and find a way to bypass or avoid cameras, while assessing the impact of surveillance systems on crime is difficult because CCTV systems can rarely be triangulated with statistics generated by other sources. In addition, the cost of maintaining these systems is enormous. For example, the City of Cape Town has 2345 cameras in public spaces, installed by various organisations, ranging from the Metropolitan Police to private property owners. In 2021/22, the budget for maintaining these systems swelled from R9.8-million to R50-million as a result of cameras being vandalised.[51] Yet it remains in the interests of private security companies to promote the need for private surveillance, and their marketing has seen homeowners spending millions in installing CCTV and accompanying systems in their homes.

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50   This policy brief was developed by Fixed Africa.

51   https://pmg.org.za/committee-meeting/33764/

CCTV delivers unquestionable value as a crime prevention and/or security mechanism.

More affluent neighbourhoods in South Africa are able to afford the installation of CCTV cameras and associated services, such as armed guards and alarm systems. However, the reality is that not all South African households and communities can afford to install CCTV surveillance, and critics believe that CCTV tends to displace, rather than deter crime.

CCTV assists with investigation, arrest and convictions, removing criminals from the streets and thus reducing crime

Even in cities with widespread surveillance systems, the evidence is insufficient to support the belief that surveillance is directly associated with lower crime rates. In 2015, only 4% of suspects arrested were caught by cameras in the City of Cape Town. The concern is that resources are allocated to cameras, at the cost of (for example) increased numbers of law enforcement officers and response vehicles.

Privacy is a luxury that should be compromised in favour of surveillance systems

As CCTV systems bloom in public spaces, roads, homes and offices, important questions need to be asked about their benefit and value versus the infringement of the right to privacy. Despite legislation that protects personal information (the Protection of Personal Information (POPI) Act of 2013), many South Africans accept surveillance in return for a promise of increased security. The Private Security Act of 2001 regulates the private security industry to ensure that its acts in the best interests of the public and nation. Although these two Acts serve to protect individual rights, the question is whether or not surveillance is working against people's rights and what happens to the data captured on all these cameras – how long is it stored and who has access to it?

CCTV systems are essential to municipal safety and security strategies

Despite the enormous costs, municipalities continue to expand their CCTV surveillance. For example, prior to the 2010 World Cup, the City of Johannesburg installed 216 cameras and the City of Cape Town installed 331 cameras. As mentioned, CCTV systems are expensive to maintain, meaning that some cities allocate a large portion of their safety and security budget to these cameras.

In brief:

- *The efficacy of CCTV cameras in South African cities is unproven.*
- *Municipal officials continue to support the use of CCTV, often because of the view that CCTV.*
- *South Africans live in a fearful environment and are susceptible to the marketing of technologies such as CCTV by private security companies.*
- *Investment in CCTV security systems diverts safety budgets away from other important law enforcement activities and distracts municipalities, the private sector and communities from considering other approaches to crime prevention and urban safety.*
- *Municipalities need to achieve a balance between security interventions (e.g. CCTV and alarm systems) and safety intervention.*

Recommendations

1. The same standards should apply to investment in CCTV cameras and systems as apply to other crime prevention interventions, i.e., strategies and investment decisions should be evidence-led.
2. Improved knowledge building and data analysis are needed regarding the use of CCTV footage in the arrest and prosecution of criminals.
3. Policy regulating the private security industry and service providers should provide for transparency regarding access to data and protection of privacy.
4. Comparative cost benefit and feasibility studies should be undertaken to explore a better balance between community-based prevention, law enforcement and security interventions.
5. Municipalities should be required to divulge the basis for their decisions to allocate relatively large amounts of public funding to CCTV systems and to report regularly on their efficacy.
6. Municipalities should not invest in CCTV systems if they cannot afford proper support and response personnel and resources, and maintenance of the systems.
7. CCTV systems should be subject to regular, objective review, with results published and widely understood.
8. Widespread municipal and public education programmes are needed, as well as access to good practices for community-based and environmental crime prevention programmes that are balanced with "hard security" interventions and costs.

Urban Safety Brief No. 2/2022: The Leveraging of Public Employment Programmes for Crime and Violence Prevention and Safety

Public employment programmes can contribute to crime reduction and violence prevention, through providing income, increasing urban safety activities and improving social cohesion. Offering employment opportunities in high-crime areas reduces the risk of young people becoming involved in criminal activities associated with violence. In South Africa, the Expanded Public Works Programme (EPWP) has the potential to contribute to urban safety and prevent violence. The EPWP provides temporary work opportunities and skills development through government-funded projects, non-profit organisations and the Community Works Programme (CWP), in four sectors: infrastructure, environment and culture, economic and social.

EPWP initiatives in cities that address urban safety, crime and violence

Cities use the EPWP in various ways to address urban safety.

Park Activation Coordinators. In Johannesburg and eThekwini, participants are employed as park "activators", to monitor and regulate the movement of the public, create conducive spaces for children to play and to coordinate sporting activities. The initiative shows that parks can be transformed into safe spaces, thereby promoting social cohesion among urban residents.

Project Empower. In eThekwini, participants are provided with training on running GBV prevention workshops in their communities, as well as business skills, using the Stepping Stone and Creating Futures (SSCF) model. This initiative shows how the EPWP can be used as a financing model for implementing SSCF through grassroot organisations.

Youth Safety Ambassadors Programme. In the Western Cape, this programme deploys 1000 young people as violence prevention facilitators in under-resourced schools and institutions in high-crime areas. Feedback from schools was that the ambassadors contribute positively to creating a conducive learning environment.

In brief:

- *Public employment programmes, such as the EPWP, contribute to urban safety through three potential avenues:*
- *Youth employment/income, but if the EPWP is to have an impact, it will need to target significant numbers of high-risk youth and provide them with adequate training and supervision.*
- *Specific violence prevention and law enforcement activities that recruit participants from local communities, but the recruitment criteria and length of contracts need to be calibrated to local needs.*
- *Social cohesion, as EPWP participants work with other community and state stakeholders to achieve common goals, which strengthens working relationships and reduces suspicious and discrimination.*

Peace and Traffic Office Programme. After undergoing accredited training and completing voluntary hours, the young peace officers are deployed to assist law enforcement in communities. The programme is connected to the Western Cape Safety Plan (WCG, 2019) and safety plans of various municipalities.

Violence Prevention through Urban Upgrading (VPUU). The programme seeks to reduce violent crime in Khayelitsha, Cape Town, through urban upgrading and social interventions, using fieldworkers recruited through the EPWP, which contributes to institutional stability (budgets, stipends, standardised procedures) but is limited to 12-month contracts.

Community Safety Audit. In 2022, the City of Tshwane will be recruiting EPWP participants to conduct community safety audits over a six-month period. Participants will be trained in the concept of safety, risk and protective factors, and the project aims to increase community participation in crime and violence prevention and safety planning. A similar project is being implemented in eThekwini.

Cape Town Central Improvement District (CCID). The CCID is a public-private partnership that works with SAPS and the City of Cape Town to improve safety in the CBD and has employed individuals through the EPWP for several projects. These include homeless people who were used in street clean-ups and individuals who monitor and report on crime in tourism hotspots and popular public areas.

Recommendations

1. The design of EPWP programmes needs to be improved and made more coherent, in terms of recruitment of participants, flexibility of contract periods, collaborative community participation, inclusion of youth and women, and survivor support and counselling services.
2. Knowledge and communications systems should be strengthened, by improving systematic monitoring and evaluation, sharing lessons and disseminating information about the achievements of the EPWP programmes.
3. Capacity building needs to be integral to the programmes, including training in violence prevention and developing primary prevention initiatives.
4. Partnerships between government and civil society (community organisation and independent research institutions) are crucial, to broaden the reach and quality of the programmes and to integrate with the existing community of practice for violence prevention in South Africa.

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urban safety
reference group

The Urban Safety Reference Group

The State of Urban Safety in South Africa Report 2021 is part of a series of regular updates on city level crime statistics. The purpose of the Report is to enable continuity in evidence-based planning and implementation by city administrations and other actors with a role in the promotion of safer cities.

These are flagship products of the SA Cities Urban Safety Reference Group (USRG). The USRG constitutes the first institutionalised forum in South Africa to enable practice-based learning on the topic of urban safety and violence prevention to inform urban policy, planning and management. It has proven to be a valuable platform for peer-to-peer learning and knowledge sharing amongst practitioners from the SACN member cities as well as other key government role-players on urban safety and violence prevention.

The USRG was established in 2014. It is convened by the South African Cities Network (SACN) with the support of the Inclusive Violence and Crime Prevention (VCP) Programme. The VCP Programme is a joint South African-German intervention steered by the South African Department of Cooperative Governance and various other departments, and implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ).

For further information on the USRG or the State of Urban Safety in South Africa Report 2021, please contact:

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