



eThekweni Safer City Project

**End Evaluation
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TABLE OF CONTENTS

1	EXECUTIVE SUMMARY	3
2	INTRODUCTION	6
2.1	Purpose of the evaluation	6
2.2	Methodology used for the evaluation	6
3	THE PROJECT AND ITS DEVELOPMENT CONTEXT	7
3.1	Project initiation	7
3.2	Problems that the project seeks to address	8
3.3	Immediate and development objectives	9
3.4	Main stakeholders	9
3.5	Expected results	11
4	FINDINGS AND CONCLUSIONS	12
4.1	Project concept and design	12
4.2	Relevance of the project	13
4.3	Project progress and performance	16
4.4	Monitoring and evaluation	21
4.5	Implementation and management arrangements	22
4.6	UN-HABITAT technical assistance	25
5	RECOMMENDATIONS	27
6	ANNEXES	32
6.1	Evaluation Terms of Reference	33
6.2	Persons interviewed	38
6.3	List of documents reviewed	39
6.4	Safer Cities Terms of Reference	40
6.5	Political structures of the Durban Unicity	42
6.6	Management structures of the Durban Unicity	43
6.7	Management structures: Dept of Health, Safety and Social Services	45
6.8	Unicity boundaries	47
6.9	List of stakeholders	48
6.10	Letter of Understanding between the Municipality and UN-HABITAT	51
6.11	Short-term priorities and business plans (April 2002 & Sept. 2002)	52

1 EXECUTIVE SUMMARY

The evaluation of the Safer City Project has been undertaken as a consequence of the first phase of the Safer City Project coming to a close in December 2002. Before embarking on the second phase an evaluation is required to provide the project with a basis for identifying appropriate actions. The evaluation was carried out by reviewing relevant documentation and conducting interviews with key stakeholders and actors.

Acknowledging that violent crime and delinquency threatens the quality of life of urban dwellers and diverts scarce resources from social and economic development, the eThekweni Unicity Council developed the Safer City Project. It was initiated in 1999 after the conclusion of a contract between UNCHS and the Durban Metro. A Steering Committee was established in 1999, two co-ordinators were appointed and the Durban Safer City strategy was approved by the Unicity Committee in October 2000 and launched November 2000.

The development objective of the eThekweni Safer City project is the reduction of crime and the causes of crime in the city. The strategy employs a preventative, inclusive, multi-agency approach within three complementary strategic components: effective policing and crime prevention, targeted social crime prevention, environmental design. The project concept remains valid in respect of its three broad components which fit strategically into national crime prevention strategies and trends. At an objective and outcome level, the concept requires revision as a result of the changes in the Unicity and in light of the past implementation modalities. A quick scan of performance indicates that many outcomes were partially achieved or not achieved at all – or not monitored to assess whether there has been activity.

A city-wide, broad and multisectoral partnership has its merits as a strategy for crime prevention. However, the implementation of such a partnership poses great challenges and its implications appear not to have been properly addressed or internalised by role-players. Interviewees indicated that the strategy has been largely considered to be a publicity document because it lacks proper implementation modalities. It is apparent that some of the objectives are projects that were in the process of being implemented out of the context of Safer City project – yet could find a tactical fit into the strategy. Other objectives appear to be elements of ongoing systems and procedures within line functions of various departments and are almost redundant as objectives or outcomes.

The strategy was informed by an initial victim survey, but it does not provide any specific problem statement around crime – other than in general terms. Although the project strategy addresses the issue of poverty and unemployment as triggers for crime, no effective projects in this respect were put in place. In general, the strategy is considered to be very ambitious with too many objectives and outcomes - this makes the strategy onerous and complex to implement and monitor.

Although there is a clear association between the Safer City 2000 strategy and the IDP, there appears to be no one-on-one correlation of objectives or outcomes. The IDP presupposes that a complete Safer City plan is not yet in place. The strategy

was developed at a time when the reach of the Municipality was different and focussed primarily on the urban and township areas. Without updated safety audits and an organised database of crime information, the strategy begins to lose its relevance. Interviewees generally reported that the strategy requires substantial revision because it is not relevant to their operations – particularly in respect of participation in the management and oversight of the strategy.

Although the project was launched publicly, very little subsequent information and sensitisation has been done. There is no specific targeting of information to residents, visitors or investors – the 2000 strategy is the only source document.

No monitoring and evaluation has been done by Safer City since its inception. However, UN-HABITAT has undertaken regular supervision missions as part of its contractual arrangement with the Municipality. It was generally felt by interviewees that outputs and achievements peaked and troughed with the changes that have occurred in the city and the project itself. The local government restructuring weakened the implementation of the Safer City which saw its position eroded within the new Council due to the unclear institutionalisation of the approach.

The prime problem relating to the implementation and management arrangements is the unclear role of the Safer City Project itself. The Safer City strategy is primarily predicated on cogent and effective partnerships being developed across the city and stakeholders. Such partnerships require negotiation at the highest levels. The project is not located, structured, empowered, staffed and is too under-capacitated to play a role in spearheading and facilitating many projects in the strategy.

Departments have not institutionalised the strategy within their systems, procedures and practices. This is partly attributed to a lack of formal assignment of responsibilities in the strategy and poor project coordination.

Technical assistance undertaken by UN-HABITAT in collaboration with the International Centre for the Prevention of Crime (ICPC) has been provided in the form of several missions over a three-year period. Technical assistance has also taken the form of capacity building and training for the Safer City staff, organizing study tours, facilitating networking with other cities in the region and internationally as well as extracting and disseminating good practices and lessons learnt. The technical assistance role of the UN-HABITAT, from present to date, has been responded to various factors affecting implementation such as the changes in the political and management structures of the city.

In order to consolidate the Durban Safer City project as well as laying the ground for the next phase of the program, strategic issues have been identified that require special attention. The strategy requires revision in order to make it more relevant and manageable. Several factors which affect proper implementation of the project and that require remedial action:

- § A comprehensive problem statement needs to be drawn up based on the most recent crime information in the Unicity. Additional safety audits need to be carried out.
- § Safer City should consider devising its strategies in line with the area based management approach of the Unicity.

- § The strategy revision should be done in line with an acceptable and common format which includes proper project management elements that will assist in implementation and proper monitoring and evaluation. The revision exercise should be process driven and inclusive of all stakeholders and role-players.
- § The strategy, once revised, will need to be followed by a process of implementation planning with a clarification of the roles and responsibilities of each role-player (at city and area levels). In this process, the exact roles and responsibilities of the Safer City Project must be clearly defined. Coordination mechanisms across themes, objectives, outcomes and areas must be worked out to assist in the implementation process.
- § The redefinition of the positioning of the project within the Unicity structure and the rebuilding of the internal institutional framework supporting the project needs attention. The project should have the ability to coordinate (and monitor) activities across municipal departments.
- § The location of the project must be carefully considered to ensure maximum effectiveness and efficiency. The project must be given the necessary status within the municipality to enable it to carry out its role and responsibilities in an effective manner. The location must also ensure that the project is able to provide relevant information at the correct levels within all the municipal management structures. In addition, the project requires the ability to be able to negotiate and coordinate with external role-players and stakeholders at a high level.
- § In line with a revised strategy, the role and functions of the project should be revised and it should minimise its implementation functions in the strategy
- § The project needs to be adequately staffed to enable it to carry out the functions required of it in terms of the revised strategy. Special attention should be given to the recruitment of a senior, qualified and experienced project manager with credibility and status.
- § The structure of the project should be reviewed to examine the possibility of setting up a project management unit founded on an area based approach (in tandem with a redefined strategy) instead of a sectoral/thematic approach. This would correspond with the overall structure for Area Based Management service delivery and coordination adopted by the Unicity.
- § The project needs to get commitment and buy in from all role-players and stakeholders. The role of the Safer City sub-committee should be clearly defined and the draft terms of reference amended accordingly. The possibility of including other partners (community based organizations, NGO's, social services, educational and housing agencies, etc.) should be examined.
- § A strategic communication strategy is essential to promote community crime prevention initiatives, keeping the citizens up-dated and rallying support.
- § Where crime prevention strategies and actions can be institutionalised within the systems, procedures and operations of municipal departments, this should be done.
- § The Safer City strategy should strengthen its components dealing with job creation and generation of economic opportunities for the unemployed people of the city – with particular emphasis on youth.
- § It would be advisable for the city to appoint a short to medium term consultancy to re-strategise and reposition the project to take into account the recommendations above.

2 INTRODUCTION

2.1 Purpose of the evaluation

The Ethekwini Safer City Project has now been in operation for more than three years. The first phase of the project has come to an end and, before embarking on the second phase an evaluation was now required to provide Project management with a basis for identifying appropriate actions to:

- address particular issues or problems in design, implementation and management,
- reinforce initiatives that demonstrate the potential for success, and
- draft a strategy for the Project identifying priority areas and outlining the ways forward for the second phase.

2.2 Methodology used for the evaluation

The evaluation was carried out as follows:

- Relevant documentation was reviewed. The documentation was made available by UN-HABITAT as well as Safer City and was mainly provided in digital format. The documentation has been used extensively in this report. (See Annex 6.3)
- Interviews were conducted with key stakeholders and actors. A list of interviewees was compiled by Safer City, reviewed by UN-HABITAT, and appointments made by Safer City. Due to short notice, not all targeted interviewees were available. The evaluation (being of short duration) attempted to interview at least 20 people (See Annex 6.2).
- Documentation and interview data was analysed and senior municipal officials were briefed on the main findings and their further input obtained
- The evaluation report was compiled and recommendations made.
- Report was delivered to UN-HABITAT.

Due to time constraints, the evaluation was unable to carry out interviews with ultimate beneficiaries or make any site visits. Primary information was provided by Safer City and the interviewees listed in Annex 6.2. The evaluation was unable to assess the level that policies, activities, systems and procedures have been embedded in the overall operations of the primary partners.

3 THE PROJECT AND ITS DEVELOPMENT CONTEXT

3.1 *Project initiation*

The United Nations Human Settlements Programme (UN-HABITAT), in association with the International Centre for the Prevention of Crime (ICPC), upon request of the South African National Secretariat for Safety and Security and in partnership with the eThekweni Unicity Council (former Durban Metro) developed a city crime prevention strategy. The rationale of the project lay in the acknowledgement that violent crime and delinquency threatens the quality of life of urban dwellers and diverts scarce resources from social and economic development.

The eThekweni Unicity Council developed a specific local strategy to address insecurity at city level. This strategy is known as the Safer City Project and was initiated in 1999 after the Letter of Understanding between Durban Metro and UN-HABITAT was signed and the Terms of Reference were agreed and approved by both parties (attached as Annex 6.10). The objectives of this contract were defined as follows:

- A. Main objective: The reduction of crime and causes of crime in the city through a multisectoral and partnership approach coordinated by the local authorities. To reach this objective, the following actions should be implemented:
 - (i) Perform a local security appraisal to provide a basis for the formulation of a local strategy addressing insecurity.
 - (ii) To define, in partnership, a plan of action constituting the strategy of the local coalition on crime prevention, and which will have to be approved by the Municipality.
 - (iii) Implement the strategy with the collaboration of the partners and implement pilot projects related to this strategy.
- B. Hire a coordinator: reporting at a senior level to the municipality of Durban. The coordinator will be financed by the project for the three first months and further by the Municipality.
- C. Collaborate in exchange with other cities involved in the overall project: The Municipality of Durban will share information on the experience of developing the project with other cities in RSA and other African cities. The dissemination of best practices and the results of Durban Safer City will contribute to reach an African local government capacity in addressing insecurity.
- D. Work with the technical assistance offered by UN-HABITAT and ICPC who will undertake various missions during the project period to assist the Municipality of Durban, in the implementation of the project, coordinate it with the other cities in the region and create an African capacity.

The activities outlined in the agreement were as follows:

- A. Preparation of the selection of a Coordinator:
- B. Crime prevention assessment in the city of Durban:
- C. Initiate a partnership:
- D. Formulation of a Local Plan of Action including:
 - (i) short-term priority tasks,

- (ii) short-term and long-term measures against crime within the city,
- (iii) the identification and formulation of pilot projects with local partners, addressing vulnerable groups,
- (iv) a monitoring and evaluation system for the whole process,
- (v) a tentative working plan.

A Steering Committee comprising councillors and officials and members of the South African Police Services and Business Against Crime was established in 1999. Two (initial) co-ordinators were appointed in October 1999. They undertook an analysis and identification of crime problems and in conjunction with the Steering Committee selected various crime prevention options. The Steering Committee approved a draft framework in June 2000 and the Durban Safer City strategy was approved by the Unicity Committee in October 2000. The Safer City project and publication of the strategy was launched at the International Convention Centre in November 2000.

3.2 Problems that the project seeks to address

Like so many cities in the world, the eThekweni Municipal Area is concerned with the growing threat of crime and violence and its impact on the safety and security of its citizens.

Both the National Government and the eThekweni Municipal Council indicated a need to develop a specific local strategy to address insecurity at city level. Learning from experience gained by UN-HABITAT in similar initiatives in Johannesburg and other African and non-African cities, crime prevention is best done at city level because local authorities are ideally positioned to:

- § assess the safety situation and act upon it;
- § co-ordinate crime prevention efforts; and
- § build and promote partnerships and initiatives at the local level.

In this context, the project sought to strengthen the decentralisation process through capacity building at the city level. It particularly focused on developing partnerships between key local actors on issues of crime prevention. It also focused on assisting local authorities to take the lead role in co-ordinating local policy development and action, and in linking crime prevention to their social programmes.

During November 2000, the eThekweni Municipality adopted a Durban Safer City Strategy in order to implement an integrated Safety Plan to reduce crime and violence. The mandate for the adoption of such a crime prevention strategy is supported by the national policy namely, the White Paper on Safety & Security 1999 – 2004 which stipulates that:

“Local government has a key role to play in ensuring an environment less conducive to crime and is well placed, provided the required resources and capacity are available, to design and implement programmes targeted at specific crime problems and groups at risk.”

The National Crime Prevention Centre's manual for Community Based Crime Prevention” titled *“Making South Africa Safe”* emphasizes that reducing crime and building safer communities is a priority for every citizen and to make this happen, crime prevention must be initiated at community level. Local government is best

placed to do this and the eThekweni Municipality thus embarked on developing and implementing the eThekweni Municipality Crime Prevention Strategy.

3.3 Immediate and development objectives

The development objective of the eThekweni Safer City project is the reduction of crime and the causes of crime in the city through a multisectoral and partnership approach co-ordinated by the local authority.

The immediate objectives of the first phase of the project as specified in the project document are:

- (1) the assessment of the crime prevention needs in the city;
- (2) the setting up of a local coalition on crime prevention;
- (3) the development of an effective community-wide crime prevention strategy for the city;
- (4) developing a close relationship with the Metro Police, SAPS and other law enforcement agencies, emphasizing crime prevention; and
- (5) development of specific pilot projects to address the issue of vulnerable groups and groups at risk.

The eThekweni Safer City project aimed to assist in developing a community-wide planning process to reduce delinquency and violent crime as well as to reduce fear of crime and to increase civic vitality. Furthermore, the project sought to disseminate the lessons of these experiences to other African cities.

The role of the city in this effort has been to both design and oversee the implementation of the crime prevention strategy employs a preventative, inclusive, multi-agency approach within three strategic components:

- Effective policing and crime prevention
- Targeted social crime prevention
- Environmental design

These components do not operate in isolation but support and complement each other.

3.4 Main stakeholders

Safer City has currently identified its wider stakeholder groupings as being:

- § Involved City councilors
- § Relevant Municipal Departments and Units
- § Relevant National and Provincial government structures
- § All policing structures
- § CPFs
- § NGOs
- § CBOs
- § Business community
- § Research agencies and institutions

A listing of stakeholders compiled by Safer City is attached at Annex 6.9 ¹.

Key partners from the inception of the Safer City Durban project have been the council and departments of the city administration, the National and Metropolitan Police and Business Against Crime (BAC) Association. Over time, partnerships were developed within various urban projects, the research community (through the Research Advisory Group), and directly with the Community Police Forums (CPF's).

Safer City also established working relations with a number of urban projects and ongoing initiatives in the city in order to both stimulate their crime prevention component's and to bring the crime prevention initiatives within the Safer City approach in order to provide better co-ordination and mechanisms for learning and disseminating the experiences. Among the most important partnerships developed by the project were those with the urban renewal and development projects in the metropolitan area - the whole inner city area, Warwick Junction, Cato Manor, KwaMashu/Inanda and Ntuzuma and those with the Police, both the SAPS and the Metro Police and Business Against Crime (BAC).

The partners offered opportunities for the development of project activities utilising mechanisms for the involvement of the population and other stakeholders. In the case of the Police, the Community Policing Forums (CPF) are the instrument of collaboration, while the urban projects have developed all types of working mechanisms (task forces involving organised communities, direct management of certain project aspects by groups of stakeholders, etc.) which are used in all project phases.

Safer City provided support to partners through capacity building focusing on the community roles and mechanisms in relation to safety, supporting the safety component of the urban projects (both in terms of tools and of strategic planning) and promoting the role of the CPF's as important actors of local safety plans and initiatives. In some cases, the resources available within the projects facilitated these developments and this provided an entry point to develop plans and pilot initiatives.

The project also participated in the national network of safer cities, promoted by NSCC and was invited to make presentations on the Safer City approach at various workshops.

Safer City was assisted by international stakeholders such as the United Nations Human Settlements Programme (UN-HABITAT) which offered the required urban management and crime prevention expertise. The International Centre for the Prevention of Crime (ICPC, Montreal, Canada) offered its additional expertise in crime prevention, particularly on police and institutional reform, as well as access to northern countries practices.

Other partners have provided expertise and support on specific activities, such as the Institute for Security Studies (ISS) in research and victimisation survey, and the European Forum for Urban Safety (EFUS), in training.

¹ The list was produced as participants for a workshop related to the 2nd Draft Strategy

3.5 Expected results

The Safer City Project defined the following objectives and outputs in the overall strategy guiding the project implementation:

Effective Policing

- § To contribute to an improved policing service within the Unicity area.
- § To ensure the provision of an effective service by Metro Police through the implementation of their business plan.
- § To improve the enforcement of by-laws and promote a sense of lawfulness and order
- § To improve and expand community education regarding crime prevention
- § To improve the quality of crime information and analysis
- § To ensure a corruption free local government

Social Crime Prevention

- § To foster relationships that enable greater support to victims of crime with emphasis on women, children and the aged.
- § To reduce the level of drug and alcohol related harm.
- § To create a sustainable infrastructure for the effective management of street children
- § To support local efforts to create safer school environments.
- § To increase opportunities for disadvantaged youth.
- § To foster economic growth and increase job creation

Environmental Design

- § To promote the use of CPTED principles by developers and City departments.
- § To integrate and incorporate CPTED principles into the by-laws and building codes governing land use and new construction.
- § To access a broad range of information for accurately mapping crime problems.
- § To use CPTED interventions to improve safety along transport routes.
- § To improve levels of safety in KwaMashu through the Presidential Project.
- § To promote safety through implementation of the Urban Improvement Precinct programmes (UIP).

4 FINDINGS AND CONCLUSIONS

4.1 *Project concept and design*

The project concept laid out in the strategy document produced in 2000 remains valid in respect of its general thrust – the three broad components of effective policing, social crime prevention and environmental design continue to be relevant in concept and acceptable to stakeholders interviewed. These components also fit strategically into national crime prevention strategies and trends.

At an objective and outcome level, it is clear that the concept requires substantial revision as a result of the changes in the Unicity and in light of the past implementation modalities of the strategy. A quick scan of performance (see below at 4.3) indicates that many outcomes were partially achieved or not achieved at all – or not monitored to assess whether there has been activity. The causes of partial or non-achievement are varied but can be summed up by the changes in its operating environment and specifically the political and management changes that the Unicity have undergone (see 4.5 below).

The crafting of the Safer City project as a city-wide, broad and multisectoral partnership has its merits when designing a strategy for crime prevention. However, the implementation of such a partnership poses great challenges because:

- § All partners must be involved in the design of the concept and strategy
- § Cogent coordination structures must be developed and maintained
- § Partners must agree on assigned responsibilities and schedules
- § Coordination mechanisms must be integral to the design
- § Monitoring and evaluation tools must be agreed on and incorporated in the strategy.

The provenance of the strategy document, although based on national and international best practice, appears to have come out of a consultancy done for the project rather than a fully participative consultative process. Some interviewees were of the opinion that insufficient consultation was done in the process of drawing up the strategy. The consultancy service that drew up the strategy indicated that they were told by the project what to include in the strategy. This methodology may have been appropriate when most role-players at that time were unfamiliar with the Safer City concept.

In particular, the implications of a city-wide, broad and multisectoral partnership appears not to have been properly addressed or internalised by role-players. Although partnership implies individual role-player identity, it also implies a unity of objective and coordinated implementation. In the absence of clear assignment of roles and responsibilities, implementation of such a partnership becomes complex especially when specific coordinating mechanisms are not included in the strategy.

Many interviewees indicated that the strategy has been largely considered to be a publicity document because it lacks proper implementation modalities. The project did not develop a related implementation plan which was able to coordinate activities across themes and implementers.

It is also apparent that some of the objectives are projects that were in the process of being implemented out of the context of Safer City project – yet could find a tactical fit into the strategy without the involvement of the project. Other objectives appear to be elements of ongoing systems and procedures within line functions of various departments and are almost redundant as objectives. In the foreword to the victim survey² which informed the Safer City strategy, the Mayor of the Durban metropolitan council says:

“It is as much a plan of action as it is a statement of the current work and existing programmes with our partners. “

Although the strategy is informed by the victim survey mentioned, it does not provide any specific problem statement around crime – other than in general terms. Although it can be assumed that particular crime problems are subsumed in some objectives, the magnitude of these crime problems require that they be specifically addressed in the strategy. In addition, important role-players such as private security companies has been ignored in the strategy.

Although the project strategy addresses the issue of poverty and unemployment as a trigger for crime, no effective projects were put in place partly because the objectives were not specific enough and did not encompass the myriad of initiatives that exist in the city that deal specifically with youth and unemployment. The interventions laid out in the strategy indicate that little consultation was done with training institutions, the Department of Labour, SMME support agencies, local business service centres etc.

In general, the strategy is considered to be very ambitious with too many objectives and outcomes - this makes the strategy onerous and complex to implement and monitor.

4.2 Relevance of the project

The current relevance of the Safer City project should also be related to the Integrated Development Plan (IDP) 2002-2006 of the eThekweni Municipality. The IDP, under its Community Services Plan indicates that the Safer City Project will:³

Facilitate implementation of a Safer City Plan targeting crime reduction by ensuring:

- § Council facilitates inter-governmental co-operation with regard to the design and implementation of a Safety Plan to be operationalised at the local level*
- § Effective crime prevention programmes*
- § Security conscious environmental design*
- § Highly visible and effective policing service*
- § Supporting partnerships to increase community involvement in crime reduction*
- § Improved and expanded community education regarding crime prevention*

² Reducing crime in Durban – a victim survey and Safer City strategy. ISS monograph No.58, August 2000

³ eThekweni Integrated Development Plan 2002-2006 p 32

- § *Improved security in targeted areas (e.g. transport routes, tourist areas) through various measures including surveillance cameras*

The targets set by the IDP for Safer City are as follows:

- § *Facilitate setting up of intergovernmental cooperation with regard to the design and implementation of a Safety plan*
- § *Evaluate Municipal By-laws in order to maximise the impact of Metro Police on safety and security issues*
- § *Identify actions to promote the use of "Crime Prevention through Environmental Design" by developers and council departments*
- § *Review and identify opportunities to expand community education programmes*
- § *Review and identify opportunities to expand community partnership programmes*
- § *Identify social crime prevention strategies and set up projects in key areas and for vulnerable groups*
- § *Expand, upgrade and improve management of the CCTV network to assist with crime prevention*
- § *Finalise Safer City Plan*

Although there is a clear association between the Safer City 2000 strategy and the IDP, there appears to be no one-on-one correlation of objectives or outcomes. The last target set by the IDP (namely that the Safer City Plan is finalised) presupposes that a complete Safer City plan is not yet in place.

It should be noted that the strategy was developed at a juncture when the geographical reach of the Municipality was different - with the advent of the Unicity, the geographic⁴ and demographic reach of the Municipality has changed substantially⁵:

	Unicity boundary	Old Metro boundary	Additional	% change
Geographic size	2,297 km ²	1,336 km ²	931 km ²	+ 68%
Population	2,790,258	2,519,995	270,263	+ 10%
Registered voters	1,229,540	1,131,767	977,783	+ 8,6%
No. of households	645,744	609,356	36,388	+ 6,0%

What is also particularly significant is the inclusion of substantial rural areas into the municipal boundaries. In addition, the city has adopted an area based management approach and has identified key focus delivery areas such as:

- § Central Business District (CBD)
- § SIB
- § Inanda, Ntuzuma and KwaMashu (INK)
- § Cato Manor
- § KwaXimba/Cato Ridge

When the strategy was designed, it focussed primarily on the urban and township areas and thus is not relevant to the peri-urban and specifically rural areas where the

⁴ See Unicity boundaries at annex 6.8

⁵ IDP summary at page 2

nature and patterns of crime are appreciably different. In the absence of any updated victimisation surveys, safety audits and an organised database of crime information since the strategy was drawn up, the strategy begins to lose its relevance.

Interviewees generally reported that the strategy requires substantial revision because it is not or is no longer relevant to their operations – particularly in respect of participation in the management and oversight of the strategy. Although the strategy may have been relevant to role-players at inception, it has not taken into account changes in personnel and organisations and few feel a real sense of ownership of the strategy.

Out of the context of the project, the city is embarking on other crime prevention initiatives such as the recent indication that it will be partially funding an anti-hijack intervention in cooperation with other role-players. There are other initiatives such as “Take Back the Streets” run by the Daily news; Crimewatch broadcast by East Coast Radio and produced by Initiatives Against Crime⁶. Neither of these initiatives appear as stakeholders in the list⁷ produced by the project – nor is Safer City mentioned in their publicity material.

Private policing by security companies and organisations of residents⁸ who employ their own full-time security to police their areas was ignored in the strategy despite being a significant crime prevention modality in the city. It is trite to mention that private policing has a significant and visible presence in particularly the higher income, business and industrial areas and could provide additional relevance to the project.

The general population of the city are largely unaware that a Safer City strategy exists. Unless they have come into direct contact with the project, they have had no other means of obtaining information. The project website does not exist and the city website provides scanty information on the project.⁹ The search engine does not provide any informative links when a search for the following words is made “crime, crime prevention, safer city, etc”. Some summary brochures of the project can be found in the office of Emergency Services.

It is not clear who the target of the strategy is. In a multi-cultural and economically diverse city like Durban, crime strategies need to be directed at all sectors of the population – with each understanding their place in that strategy and the benefits to be obtained in engaging with the strategy. In short, there is no specific targeting of information to residents, visitors or investors – there is only one source document and that is the strategy published in 2000.

⁶ In a telephone conversation with Joe Reeler of the initiative, he indicated that after each radio show, he gets at least 90 calls from the Durban area alone. He was given an award for his work by the Durban mayor last year. He last had contact with Safer Cities when the initial coordinator was still employed.

⁷ See Annex 6.9 for list of stakeholders

⁸ As opposed to neighborhood watch committees

⁹ A working website did exist in the past but it was removed as the city structures changed. The Unit is still to design and develop a new website

Although the project was launched publicly, very little subsequent information and sensitisation has been done. The overall vision, which should be embodied in the office of the Mayor or City Manager, seems to have dissipated.

4.3 Project progress and performance

Because there are no indicators for evaluation in the strategy, it is not possible for the evaluation to gauge what is considered to be adequate performance of planned outcomes. It was generally felt by interviewees that outputs and achievements peaked and troughed with the changes that have occurred over the past few years in local government, management of the city, departments and the project itself. The table below provides a brief overview of performance of the project – as gauged primarily by the project itself, and confirmed in interviews with other relevant role-players.

Component A: Effective Policing and Crime Prevention

OBJECTIVES	#	PLANNED OUTCOMES	FINDINGS/COMMENTS
Objective 1 Contribute to an improved policing service within the Durban Metro Area	A	Durban Metro Police Service and SAPS work closely together and actively participate in the legislated joint co-ordinating committee with other criminal justice departments in order to have: - Ø Aligned the Metro Police Plan with the SAPS Area Plan and to have co-ordinated joint activities - Ø Developed a system of using and sharing technology for crime prevention and detection, such as utilizing and expanding the current Closed Circuit Television (CCTV) network and the municipality's geographic information system (GIS) - Ø Defined areas of joint training, operations and strategic planning	- Ø JOCs have been put in place, SC reports that this is working and that they have regular meetings (at least once per week). SC does not attend on a regular basis. JOCS take place almost daily in high season - Ø CCTV not shared because no proper relationship developed so SAPS not involved - Ø SAPS says that the system does not work properly and that they are not using it - Ø GIS not shared or properly functioning for the SC - Ø Areas of training not clearly defined – apparently some SWAT training has been jointly conducted - Ø Joint operations have been conducted but for high profile events, conferences. Vispol is being done jointly according to SC - Ø SC started when JOC was already in place - Ø GIS was set up for both services to use – training in its use was done jointly but no use of system by SAPS - Ø General conclusion, SAPS not too involved but generally operating together
	B	The Municipality supports and informs the SAPS strategy regarding community needs and expectations	- Ø No real process in place for this - Ø SC feels that SAPS does not have a real strategy in place. SAPS says that they will not share the strategy because SC made it public before. This threatens the implementation of their plans. SAPS will not share plans of specific operations so as not to compromise the plan with criminals
	C	Stronger role played by the Municipality within the Community Police Fora (CPF)	- Ø CPFs not really functional especially in under developed areas - Ø SC does not have the capacity to assist in the initiation of many CPF's

OBJECTIVES	#	PLANNED OUTCOMES	FINDINGS/COMMENTS
			- Ø CPFs say that the MP and SC not really involved in their operations. - Ø Councillors see CPFs as being SAP structures and controlled by the SAPS – therefore not credible. - Ø Councillors wish to pursue Community Safety Forums in the model of the W. Cape. Feel that this is more empowering to the communities
	D	Strong partnerships between SAPS, Metro Police and business.	Ø Partnerships exist, but not strong. All are represented on the Sub-committee – which is now beginning to meet on a regular basis
Objective 2 Ensure the provision of an effective service by Metro Police and SAPS through the implementation of their business plan	A	All three functions of the Metro Police are carried out effectively and efficiently: - Ø Policing road traffic and related laws - Ø Policing of municipal by-laws - Ø Visible policing and related crime prevention functions	- Ø Not possible for SC to ensure that the delivery of functions is effective and/or efficient - Ø MP mentioned that they are wary of SC being a monitoring agency for their operations. They have internal systems to gauge their performance - Ø SC says that they can support and assist the MP, but unable to do so because of lack of resources. - Ø SC does not engage with MP strategic management – especially since the change in leadership - Ø All meeting with the MP are ad hoc
	B	There is clarity around the supportive roles between Metro Police, SAPS	- Ø No process was put in place to specifically bring about this outcome. - Ø JOC meetings do provide some clarity on an operational level but not on a strategic level - Ø Outcome is considered too vague by most stakeholders
	C	Metro Council plays an active and constructive role in the civilian oversight body of the Metro Police	- Ø The civilian oversight body does not accept the participation of Safer City or other stakeholders that are not civilian (i.e. no local government, police etc) - Ø According to SC this outcome was put into abeyance because unworkable
	D	Support mechanisms are in place to ensure the delivery of service	- Ø No-one is clear what these support mechanisms are. - Ø SC reports that they bring stakeholders together - Ø Considered too vague
	E	A system of training and education for members of the service is in place	- Ø Both services indicated that they have their internal training programmes for staff and that Safer City did not offer them any other training – and neither considers this as a need - Ø SC indicates that it has not played a role in this
	F	Active participation in the Provincial Asiphephe Road Safety Campaign	- Ø Both police services participate - Ø SC not involved
Objective 3 Improve the enforcement of by-laws and promote a sense of lawfulness and order	A	Consolidated and standardized by-laws throughout the Metro region	- Ø This has not yet been done by the Municipality – in progress - Ø Council intends this to be done by September 2003
	B	A priority enforcement list of by-laws that have the most impact	Ø Pended until by laws standardised and consolidated
	C	Set standards for enforcement levels and inform residents of the city	Ø Not done
	D	Support the criminal justice system and consider the establishment of “municipal courts”	Ø Council has apparently agreed to the establishment of a municipal court, traffic courts are reported by SC to be

OBJECTIVES	#	PLANNED OUTCOMES	FINDINGS/COMMENTS
			in operation and a building is being renovated for the purpose of a court (not verified)
	E	A monitoring process to measure effectiveness	Ø No M&E system in place. Ø No M&E done besides supervision missions of the UN-HABITAT
Objective 4 Improve and expand community education regarding crime and safety	A	Effective schools programmes delivered by Metro police and	Ø SC has not been involved, but MP and SAPS report to be doing visits to schools Ø No formalised programme is apparent
	B	Increased public education programmes and partnerships, outreach programmes and sharing information	Ø No activity reported by SC
	C	Distribution to communities of the crime prevention manual "Making South Africa Safe"	Ø Being distributed on a continuous basis
		Crime prevention projects developed through the participation of councillors, local government representatives, CPFs and Neighbourhood Watch groups.	Ø Most projects have been around social crime prevention
Objective 5 Improve the quality of crime information and analysis	A	Improved gathering, sharing, integration and analysis of information between agencies and stakeholders such as community police fora, business and schools	Ø SC reports no significant activity
	B	A process ensures that analysis is fed back to constituencies and there is greater public knowledge and use of this information	Ø SC reports no significant activity
	C	Such information is used in crime prevention plans and initiatives.	Ø SC reports no significant activity
Objective 6 To ensure a corruption free local government	A	An action plan developed and initiated by a multi disciplinary team to attend to municipal malpractice and prosecution of offenders and recovery of losses	Ø Nothing reported
	B	A process to see that tenders and contracts are justly awarded	Ø Nothing reported
	C	Strong financial control mechanisms	Ø Nothing reported
	D	Investigation of all allegations of malpractice involving city officials.	Ø Nothing reported

Component B: Social Crime Prevention

OBJECTIVES	#	PLANNED OUTCOMES	FINDINGS/COMMENTS
Objective 1 Ø Foster relationships that enable greater support to victims of crime with an emphasis on the physically challenged, women, children and the aged	A	The creation of a local victim support network under the auspices of the local Victim Empowerment Network that include: - A data base and mapping of victim support services - Informed staff and communities in regard to the existence of this data base	Ø A data base has been set up but is of limited value because it is not being managed or maintained Ø No local victim support network has been formally set up
	B	Training in victim support skills and knowledge made available to relevant city role players	Ø No training has been carried out Ø However, other organisations do it such as Lifeline
	C	Co-operation between the city and CPF structures to promote well managed crisis care centres	Ø SC reports that no such cooperation has been achieved Ø Difficult to function because roles are not clarified – especially in respect of local government who only have ex-officio status
	D	Tourist access to information regarding available victim support services.	Ø No tourist access to information
Objective 2	A	Support and foster partnerships with	Ø No partnerships formally developed

OBJECTIVES	#	PLANNED OUTCOMES	FINDINGS/COMMENTS
To reduce the level of drug and alcohol abuse		agencies dealing with drug and alcohol related problems	
	B	A pilot project with licensed premises and taverners associations to reduce alcohol related crime and antisocial behaviour in and around their premises	Ø No project exists
	C	A joint operation by which the municipality can address the sleazy hotel syndrome.	Ø This was carried out via iTRUMP Ø Apparently MP, SAPS City Health and City Engineer jointly target areas with drug problems and take remedial action Ø SAPS confirms this
Objective 3 To create a sustainable infrastructure for the effective management of street children	A	An expanded municipal role in co-ordinating projects which are aimed at sheltering street children	Ø There is a street children forum in place to develop policy Ø Launched an outreach programme Ø Done via Thutukani Shelter Ø SC is part of the management of street kids programme
	B	A strong coalition with organizations involved in street children programmes	Ø There is a forum in place
	C	Establishment of a local inter-departmental committee focusing on the needs and care of street children	Ø Not established
	D	The enforcement of laws and by-laws relating to street children	Ø No real enforcement Ø MP remove kids from the streets
	E	Ongoing training for specialized units at the Metro Police and SAPS	Ø According to SC, no training is apparent
	F	An increase in the grant-in-aid provision to organizations providing shelter and reintegrating them with parents and community.	Ø City Health has provided office space to the forum Ø SC unaware of any increase in grants
Objective 4 Support local efforts to create safer school environments	A	Participation in activities of the <i>Community Alliance for Safe Schools</i> , departments and organizations that work towards safe schools	Ø According to SC, this has collapsed
	B	Stronger relations with Department of Education officials, specifically those assigned to the Culture of Learning, Teaching and Service campaign (COLTS) and School Governing Bodies (SGB)	Ø Only networked with COLTS Ø COLTS was involved in the KwaMashu project
	C	To have initiated a process to inform other role-players such as NGOs, SGBs and teachers about current City activities, including recreational opportunities	Ø No process was initiated
	D	A programme of visits by Metro Police and other city departments to schools for education purposes	Ø MP does this regularly
Objective 5 Increase opportunities for disadvantaged youth	A	The development of youth centres in disadvantaged areas providing training courses for youth at risk in order to develop skills, provide opportunities and improve self-esteem	Ø None developed
	B	A partnership between the local Department of Parks and Recreation, the provincial Department of Education and local communities to improve and provide sports fields and recreational facilities	Ø Has occurred as a pilot project with 8 schools
	C	Holiday programmes for youth.	Ø SC initiated a Winter Games
Objective 6 Foster economic growth and increase job creation	A	Provide support for the growth of small businesses through: Ø Services provided by the Tekweni Business Development Centre Ø Affirmative procurement	Ø TBDC is operating. SC has no input Ø Affirmative action processes in place
	B	The building of community economic fabric by : Ø Regenerating economic infrastructure	Ø SC has had no input into any of these processes Ø City has some mechanisms in place

OBJECTIVES	#	PLANNED OUTCOMES	FINDINGS/COMMENTS
		- in disadvantaged communities - Ø Creating appropriate support infrastructure (institutional and physical) for income generating activities in disadvantaged communities - Ø Ensuring involvement of local communities in development projects (including the use of local labour)	
	C	Attract and facilitate new investment through : - Ø Improved investor service (reduction of red tape) - Ø Ensuring critical investor areas are well maintained and well run - Ø Targeted support for growth and employment creating sectors.	- Ø SC has had no input in any of these processes - Ø BAC reports that very little has been done

Component C: Environmental design

OBJECTIVES	#	PLANNED OUTCOMES	FINDINGS/COMMENTS
Objective 1 Promote the use of Crime Prevention Through Environmental Design (CPTED) principles by developers and city departments	A	All developers and municipal departments involved with the physical environment have access to and information about CPTED principles	Ø SC has not done anything
	B	CPTED workshops held for developers and key municipal departments concerned with the physical environment	Ø No workshops have been held
	C	Inclusion of CPTED principles in routine activities and geographic targets for intervention (e.g. the manner of landscaping parks)	Ø SC unaware if this has occurred
	D	A promotion campaign explaining these principles in the design and maintenance of public space and infrastructure	Ø No campaign was carried out
	E	Mapping of crime info to highlight hot-spots and encouraging CPTED intervention.	- Ø No real progress - Ø No mapping done - Ø No encouragements for CPTED interventions
Objective 2 Integrate and incorporate CPTED principles into the by-laws and building codes governing land use and new construction	A	The establishment and revision of by-laws and building codes concerning land use and new construction which supports CPTED	Ø No by-laws in place
	C	A mechanism for checking building plan submissions against the by-laws.	Ø No system in place
Objective 3 Access a broad range of information for accurately mapping crime problems	A	A partnership between SAPS, Community Policing Fora, Neighbourhood Watches and the appropriate city departments in order to access this broad range of information	- Ø No formal partnership exists for information dissemination - Ø No formal database of information has been set up for access
	B	GIS mapping of the data	- Ø According to SC, GIS mapping has apparently been done - Ø Not verified
	C	All role-players including communities, developers, SAPS and the municipality know about and have access to this resource	- Ø No access formally provided - Ø No SAP access reported
	D	Information to all relevant departments and developers regarding the existence and method of accessing such a resource.	Ø No information provided
Objective 4 Use CPTED interventions to	A	The appointment of a champion to support the existing Transport Node Safety Project and ensure its implementation	Ø No champion appointed

OBJECTIVES	#	PLANNED OUTCOMES	FINDINGS/COMMENTS
improve safety along transport routes	B	Replication of the pilot Transport Node Safety Project based on lessons learnt	Ø Not done
	C	An established and ongoing dialogue with a broad range of role-players in the transport industry to generate programmes and projects to reduce crime around facilities and along routes.	Ø No dialogue was established
Objective 5 Improve the levels of safety in Kwa mashu through the Presidential Project	A	Strategic support of the project which ensures safety benefits	Ø Project carried out Ø No evaluation report available Ø No project specific reports available
	B	A communication process between local, provincial and national actors within the Presidential Project	
	C	A project team that includes departments from all levels of government to ensure the integrated and holistic provision of services	
	D	The alignment of planning within the Presidential Projects.	
Objective 6 Promote safety through implementation of the Urban Improvement Precinct programmes (UIP)	A	An evaluation of the Central Business District UIP program	Ø No evaluation was carried out
	B	A plan and guideline for replicating the programme throughout the eThekweni Municipality	Ø This takes place without the involvement of the SC
	C	A safety component is included in all UIPs	Ø Existing UIP's have included safety components
	D	An information and media campaign that advertises the benefits of UIPs and encourages wider participation.	Ø No campaign carried out

4.4 Monitoring and evaluation

No monitoring and evaluation has been done by Safer City since its inception. However, UN-HABITAT has undertaken regular supervision missions as part of its contractual arrangement with the eThekweni Municipality.

The 2000 strategy provides scanty guidelines for monitoring and evaluation:

Monitoring and evaluation should occur at a multitude of levels. At project level to check that projects are relevant, effective and have impact. At management level, to make sure that the co-ordinating and management structure is suitable and able to fulfil it's role and meet the objective. Across the whole Metro area, the entire strategy and structure should be monitored and evaluated to ensure that the overall objective of a Safer City is achieved. While monitoring and evaluation is best done internally through role-players who are intimate with the strategy and its projects, final evaluation can often better be accomplished through and external evaluator.¹⁰

No evidence of was found of monitoring and evaluation system having been designed or implemented – or of any monitoring reports. This is despite the fact that the manual for community based crime prevention¹¹, widely used by Safer City in its work, clearly lays out a project cycle and the importance of M&E in maintaining and amending strategy to be responsive to objectives. The lack of monitoring and evaluation by Safer City is derived from the following factors:

¹⁰ Safer City Durban 2000 at page 23

¹¹ Making South Africa Safe, National Crime Prevention Centre (2000)

- § The 2000 strategy does not provide any cogent guidelines for monitoring and evaluation
- § The non-existence of an implementation plan with measurable indicators
- § No apparent monitoring instruments (or junctures) in place
- § A lack of adequate staff and resources
- § Improper location and a lack of authority of the Safer City project to monitor the activities and outputs of implementers
- § Lack of assignment to role-players of objectives and outcomes for implementation

4.5 Implementation and management arrangements

The local government restructuring has been a long process and has led to a consolidated overall structure and organogram of the Municipality. This restructuring process weakened the implementation of the Safer City project which saw its position eroded within the new Council due to the unclear institutionalisation of the approach within the new structures.

The issue of the positioning of the Safer City project within the new management structures of the city is deemed vital for the future sustainability of the project. The Safer City project is now located as a unit under the Emergency Services within the Health, Safety and Social Services Department, reporting directly to the Deputy Municipal Manager as well as to the Head of the Emergency Services. The Deputy Municipal Manager reports directly to the Executive Committee (EXCO).

The Safer City Steering Committee, which represents the formalisation of the partnership approach has been reconstituted under the Health and Safety Committee and is now called the Safer City Sub-committee.¹² The sub-committee terms of reference¹³ indicates that the main objective of Safer City is the reduction of crime and causes of crime in the city through a multi-sectoral and partnership approach co-ordinated by the local authority. To reach this objective, the following actions should be implemented:

- § *To introduce the strategy with collaboration of the partners and implement pilot projects relating to this strategy.*
- § *To continue in performing local security appraisal based on current information in order to align strategies if necessary.*
- § *To monitor the implementation of policy and directive issued by the CEO and report to EXCO.*
- § *That the Safer City Steering Committee will drive, facilitate, co-ordinate, and monitor the entire process.*
- § *Collaborate in exchange with other cities involved in the overall project. The eThekweni Municipality will share information and best practices on the experience of developing and implementing the project with other cities in RSA and internationally.*

¹² For a full description of the political and management structures of the city, see Annex 6.5, Annex and Annex 6.7

¹³ See Annex 6.4 for the terms of reference designed in September 2002

- § *Provide an Annual Progress Report to EXCO. The eThekweni Municipality, through the co-ordinator of the project, will provide reports on activities and expenses concerning all funds involved in this project.*
- § *Initiate a partnership. The Steering Committee will identify and involve all the key city actors concerned with security in this process, such as the community based non-governmental organisations, the police, local authorities departments, local leaders, private sector, school, church, the judiciary, etc. This partnership will constitute a Local Coalition on crime prevention at the city level.*
- § *Formulation of a local plan of action. The Municipality will formulate and approve an action plan defining priorities according to urgency needs and available means, through a consultative process involving all concerned parties. The action plan will include :*
 - (i) *Short-term priority tasks*
 - (ii) *Short-term and long-term measures preventing crime within the city*
 - (iii) *The identification and formulation of pilot projects with local partners and international partners, addressing vulnerable groups.*
 - (iv) *A monitoring and evaluation system for the whole process.*
 - (v) *A tentative working plan*
 - (vi) *Ensuring that development projects take account of crime prevention principles.*
 - (vii) *Assisting victims of crime through the provision of information around what services are available or where capacity exists providing limited victim support services.*
- § *Implementation of this plan of action. The Safer City Steering Committee will monitor and evaluate the action plans on a quarterly basis.*

Due to the changes in the composition of this committee (which has changed its role and function in tandem with the new city structures), committee members need to be provided with full information and be sensitised as to the nature of the project. It was clear that the sub-committee (especially councillors) has not fully bought in to the strategies designed in 2000 and thus does not own the project. It is imperative that the committee be involved in the further planning of the project to ensure that there is buy-in.

The rebuilding of the internal institutional framework supporting the project still needs additional work, a renewed sensitisation and information effort and the renegotiations of some of the issues with the new actors.

A review mission to examine the strengthening and a possible restructuring of the Safer City core team was undertaken by UN-HABITAT in 2002. The composition of the Safer City team previously centred around the concept of “implementers” appointed to the strategic components identified in the strategy:

- § Effective Policing and Crime Prevention
- § Targeted Social Crime Prevention
- § Environmental Design

In addition, an overall Safer City Co-ordinator supporting and managing the team, mobilising various key stakeholders and the civil society organisations building and strengthening the local coalition against crime. This concept was redefined and an integrated territorial approach instead of a thematic approach was adopted. Over the past year the Safer City Core team have been considering whether implementers should be appointed to defined areas (e.g. North, South, Central and West) rather than along functional lines (e.g. Effective Policing and Crime Prevention, Targeted Social Crime Prevention and Environmental Design).

Formerly, the project advocated for the identification and employment of safety liaison officers when possible, to be located within the project team. The Safety Liaison Officer previously located to the Presidential Urban Renewal project covering the Inanda, Ntuzuma, KwaMashu (INK) area was brought in from the field to strengthen the Safer City Core team and has taken the responsibility for the northern part of the eThekweni Municipal Area. The coordinator, formerly appointed to spearhead that effective policing and crime prevention component, took on the responsibility for the southern part of the EMA. This was done to ease the burden for the core team to devote itself to co-ordination, capacity building and strategic orientation of the actions in the different fields identified by the strategy.

The project is seriously understaffed and too under-capacitated to play a role in spearheading and facilitating the many projects included in the strategy. UN-HABITAT had emphasised the crucial role of the overall co-ordinator of the Safer City project and recommended that the Council give priority to filling that position. The Safer City project clearly required a fulltime manager and leader who could articulate and promote a clear vision, mobilise stakeholders and develop a positive interface with partners both within and outside the council, as well as providing support and guidance in implementing the objectives.

Despite these changes, the job-descriptions and related responsibilities of the two coordinators has not been formalised nor have the institutional arrangements been amended. Existing job-descriptions do not match the functions being carried out. There appear to be some attempts at regularising this – and also the appointment of additional coordinators. However, this is not being done within the context of a revised strategy.

The evaluation found that the prime problem relating to the implementation and management arrangements was the unclear role of the Safer City Project itself. This lack of clarity stems from a range of factors:

- § Poorly defined functions (and related job descriptions) of the staff in relation to the strategy
- § Changes in the management structure of the project since its inception
- § Changes in the management structures of the city
- § Changes in the oversight structures
- § Poor location of the project within the structures of the city
- § Poor strategic management capacity of the project
- § Confusion between implementation and policy functions
- § Political factors

The Safer City strategy is primarily predicated on cogent and effective partnerships being developed across the city and stakeholders. Such partnerships require negotiation at the highest levels. However, the project is not located, structured, empowered or staffed to be able to do this.

In interviews, it became clear that departments have not institutionalised the strategy within their systems, procedures and practices. This is partly attributed to a lack of formal assignment of responsibilities in the strategy.

4.6 UN-HABITAT technical assistance

Technical assistance undertaken by UN-HABITAT in collaboration with the International Centre for the Prevention of Crime (ICPC) has been provided in the form of several missions over a three-year period. The purpose of the missions has been to assist the city in the implementation of the project and coordinating the initiative with other cities in South Africa. The technical assistance encompassed:

- § Consolidating interest in the project
- § Undertaking a needs assessment
- § Establishing a local coalition on crime prevention in the City of Durban
- § Implementing a local plan of action to reduce delinquency and violent crime through preventive approaches

Technical assistance has also taken the form of capacity building and training for the Safer City staff, organizing study tours, facilitating networking with other cities in the region and internationally as well as extracting and disseminating good practices and lessons learnt.

The technical assistance role of the UN-HABITAT, from present to date, has responded to various factors affecting implementation such as the changes in the political and management structures of the city. UN-HABITAT provided pertinent technical input at the inception of the project which resulted in the launch and initial implementation.

The technical input was institutionalised in the planning documentation of Safer City and the capacity building assisted the initial senior managers to carry out their functions. Subsequent to the departure of the first managers, technical assistance became a pertinent activity to counter the lack of strategic management capacity within the project team. UN-HABITAT's assistance began to take the form of providing direct management support to the project – especially when the project was constrained by adequate management support from the city.

Coupled with the structural and management changes in the city, the role of the UN-HABITAT became a source of contention. Without management continuity at the top levels, the project lost its status within the city. In a rescue type attempt, UN-HABITAT built up a close relationship with the project team – almost to the exclusion of upper management. Although, a Letter of Understanding¹⁴ was signed by the City and UN-HABITAT and refers to the technical assistance to be provided by UN-

¹⁴ See Annex 6.10 at paragraph 1.4

HABITAT and ICPC and states that, during its missions, the team would liaise particularly with the co-ordinator of the project.

The role of the UN-HABITAT in this project is unclear to all the new stakeholders who feel that their roles are being infringed upon and think that UN-HABITAT is dictating what should be. It was commented that that the UN-HABITAT tends to emphasise the achievements for its own purposes and sometimes inflating the actual results of the project. It is also felt that the UN-HABITAT is not fully tuned into the city objectives and has ownership and branding of the concept.

The study tours arranged by the UN-HABITAT as part of international networking and capacity building has tended to create competition amongst internal stakeholders – particularly in relation to councillors. Some interviewees felt that there is too much talk about conferences and capacity building and not enough about actual project.

Protocol arrangements were changed in line with new city departments - especially the Department International and Governance Relations. Reporting relationships were not cleared up and the project tended to relate and report directly to the UN. This lead to miscommunication about the role and function of the UN-HABITAT within the project.

5 RECOMMENDATIONS

In order to consolidate the Durban Safer City project as well as laying the ground for the next phase of the program, strategic issues have been identified that require special attention. As outlined in the report above, the strategy requires revision in order to make it more relevant and manageable. There are several factors which affect proper implementation of the Safer City project and that require remedial action.

1. Crime information

A comprehensive problem statement needs to be drawn up based on the most recent crime information in the Unicity. Additional victimisation surveys and safety audits need to be carried out that supplement the victim survey carried out in August 2001. The nature of the city geographical and demographic outreach has changed since projects inception and account needs to be taken of the inclusion of particularly rural areas. As an intermediate measure – existing information should be collected and analysed and used to define the broad crime problems of the city. Additional and more detailed area based crime information should be researched that will inform detailed planning for implementation of a new strategy. Gender Safety Audits to be conducted to address the issue of environmental safety of women, children, and the physically challenged communities should be considered.

2. Area based approach

Safer city should consider devising its strategies in line with the area based management approach of the Unicity. Once an overall strategy is revised, the city should be divided up into logical areas (taking into account the key focus areas identified by the city). Clearly each areas will require a different strategy and have a different set of role-players and stakeholders.

3. Strategy revision

The city is in the process of redefining the Safer City strategy by using the existing 2000 strategy as its base-line. The danger exists that a revision will be a rehash of the existing strategy if Safer City does not engage in a participative consultative process. The strategy revision should be done in line with an acceptable and common format which includes proper project management elements that will assist in implementation and proper monitoring and evaluation. The revision exercise should be process driven and inclusive of all stakeholders and role-players. Particular attention should be paid to developing implementation arrangements on an area basis. The strategy should be based on:

- § A reduction of the number of objectives and outcomes
- § General consensus of all stakeholders and role-players
- § An agreement on oversight, location, role, level etc of the project
- § Assignment of roles and responsibilities for objectives and outcomes
- § Identification and design of coordination mechanisms
- § Identification of external stakeholders for consultative processes and allocation of implementation roles and responsibilities.
- § Agreement on principles for implementation
- § Well defined and realistic indicators and schedules

§ Inclusion of Monitoring and evaluation instruments

4. Implementation planning

The strategy, once revised, will need to be followed by a process of implementation planning with the roles and responsibilities of each role-player (at city and area levels). In this process, the exact roles and responsibilities of the Safer City project must be clearly defined. Coordination mechanisms across themes, objectives, outcomes and areas must be worked out to assist in the implementation process.

5. Location/implementation arrangements

The redefinition of the positioning of the project within the Unicity structure and the rebuilding of the internal institutional framework supporting the project needs attention. The option to place the Safer City program as a project management unit directly under the authority of and reporting directly to the Deputy City Manager for Health, Safety and Social Services should be actively pursued. This will foster the ownership of the Project by the municipality and contribute to its institutionalization within the municipal structure. Every unit within that cluster has a role to play in the development and implementation of the Safer City approach (Health, Metropolitan police, Emergency services, Parks, recreation, cemeteries and culture, Transport). The project should have the ability to coordinate (and monitor) activities across municipal departments.

The location of the project must be carefully considered to ensure maximum effectiveness and efficiency. In short, the project must be given the necessary status within the municipality to enable it to carry out its role and responsibilities in an effective manner. The location must also ensure that the project is able to provide relevant information at the correct levels within all the municipal management structures. In addition, the project requires the ability to be able to negotiate and coordinate with external role-players and stakeholders at a high level.

6. Role and functions of Safer City

In line with a revised strategy, the role and functions of the project should be revised and should include the following:

- § Policy development and maintenance
- § Facilitation of strategic and operational planning
- § Coordinating strategy implementation
- § Providing an M&E function on strategy implementation
- § Coordinating internal role-players
- § Coordinating overall external and internal stakeholder relations with the municipality on safety issues
- § Providing information and sensitisation

Implementation functions of the strategy should rest with the role-players and the project should minimise their own implementation role.

7. Staffing

The project needs to be adequately staffed to enable it to carry out the functions required of it in terms of the revised strategy. The structure of the Safer City project should be reviewed to examine the possibility to set up a project management unit based on an area based approach (in tandem with a redefined

strategy) instead of a sectoral/thematic approach. This would have the merits of corresponding more with the overall structure for Area Based Management service delivery and coordination adopted by the Unicity. It would also foster better integration of projects and activities at the community level. Additional staff should be appointed primarily as area coordinators in line with areas identified by the strategy. These area based coordinators will be responsible for implementing area based strategies with localised role-players and stakeholders.

The project management unit could be made of the following positions:

- § Program Coordinator
- § 5 Area Coordinators
- § Administrative and Secretarial Support

Job descriptions to fill those positions should be prepared and the recruitment process should be launched as soon as possible after the adoption of the revised strategy. Special attention should be given to the recruitment of a senior, qualified and experienced project manager with credibility and status. To ensure continuity and to maintain institutional memory, efforts should be made in the short term to extend or renew the contracts of the incumbent members of the Safer City team.

8. Commitment/buy-in

The project needs to get commitment and buy in from all role-players and stakeholders. The role of the Safer City sub-committee should be clearly defined and the draft terms of reference¹⁵ amended accordingly. The possibility of inviting other partners (community based organizations, NGO's, social services, educational and housing agencies, etc.) to join the committee in regular extended meetings should be examined. This would allow for all key stakeholders to join forces and share their knowledge and capacities to orient the program. Community participation is the corner stone of assessing the needs and developing and implementing the various crime prevention initiatives.

9. Information and sensitisation

A renewed sensitisation and information effort should be carried out to particularly bring any new actors on board. Information on the Safer City project and its activities should be provided more regularly to:

- § The Mayor
- § Members of the Safer City sub-committee
- § The city manager and deputy managers (and the Strategic Management team)
- § Key partners (Business Against Crime, SAPS, etc.)

Information should also be provided to the additional concerned units located within other clusters, such as:

- § Development Planning & Management
- § Economic Development & Facilitation
- § Housing
- § Community Participation & Action Support
- § Regional Centres
- § Communication
- § Legal Services

¹⁵ See Annex 6.4

§ Other relevant units

A strategic communication strategy is essential to promote community crime prevention initiatives, keeping the citizens up-dated and rallying support. For this reason information should be generated and made available for all potential target groups such as:

- § Area based communities (differentiated in terms of their crime prevention and information needs)
- § Business community
- § Industrial community
- § Potential investors
- § Tourists and visitors

10. Institutionalisation

Where crime prevention strategies and actions can be institutionalised within the systems, procedures and operations of municipal departments, this should be done. This can be done as part of the revision of the Safer City Strategy.

11. Generating economic opportunities

Safety and security is a prerequisite for sustainable social and economic development – marginalisation, stigmatisation and unemployment are triggers for crime. The Safer City strategy should strengthen its components dealing with social inclusion, job creation and generation of economic opportunities for the unemployed people of the city – with particular emphasis on youth. Social inclusion processes and economic opportunities are mutually reinforcing.

It would be advisable for the city to appoint a short to medium term consultancy to re-strategise and reposition the project to take into account the recommendations above. The consultancy could take the form of a medium term lead consultant supported by short term specialists to be identified if required. The terms of reference for the consultancy will be to:

- § Coordinate the gathering of relevant information to inform strategic planning
- § Identify relevant internal and external role-players and stakeholders
- § Design and carry out a participative strategic planning process
- § Ensure that the strategic plan is adopted by the city
- § Design coordinating mechanisms for implementation
- § Design monitoring and evaluation instruments
- § Design the project management unit required to carry out the plan (including all job descriptions, reporting and accountability mechanisms)
- § Draw up a budget
- § Assist in the appointment of an appropriate project manager to coordinate the project
- § Assist in the appointment of appropriate staff
- § Design systems and procedures for implementation by means of a procedures manual

It is recommended that the consultant be sourced as soon as possible and appointed for at least three months. The consultant should be suitably qualified and experienced and have a thorough knowledge of:

- § Strategic planning

- § Project management systems and methodologies (including monitoring and evaluation)
- § Research methodologies for collection of crime information
- § Systems and procedure development
- § The crime sector and national/international crime prevention strategies
- § Local economic development, poverty, unemployment
- § National crime policies
- § Local government (with particular emphasis on the eThekweni Municipality)
- § Area based management
- § Consultative processes and negotiating at high levels
- § Multi-stakeholder partnership development
- § International networking and donor relations

6 ANNEXES

6.1 Evaluation Terms of Reference

UN-HABITAT SAFER CITIES PROJECT

TERMS OF REFERENCE - END EVALUATION

Project title: Safer City Durban

Starting Date:

Duration: 1 to 2 weeks

Duty station: Ethekewini Municipality, South Africa

Background and justification

The United Nations Centre for Human Settlements (UN-HABITAT) Safer Cities Programme, has upon request of the South African National Secretariat for Safety and Security, provided technical support to the Ethekewini Municipal Council for the development of the city's crime prevention policy. The rationale of the project lies in the acknowledgement that violent crime and delinquency threaten the quality of life of urban dwellers and divert scarce resources from social and economic development. Demands for greater safety are addressed more and more frequently to Mayors who are in direct contact with citizens. Local authorities need to strengthen their capacity to design, co-ordinate and implement local safety policies within the framework of a local safety coalition.

The Safer Cities programme (UN-HABITAT) promotes crime prevention at city level because it is convinced that local authorities are best positioned to assess the safety situation and act upon it; to co-ordinate crime prevention efforts; and to build and promote partnerships and initiatives at the local level. In this context, the project sought to strengthen the decentralisation process through capacity building at the city level. It particularly focused on developing partnerships between key local actors on issues of crime prevention. Secondly, it focused on assisting local authorities to take the lead role in co-ordinating local policy development and action, and in linking crime prevention to their social programmes.

This situation has led both the national government and the Ethekewini Municipal Council to develop a specific local strategy to address insecurity at city level. The project aims at supporting this process on the basis of the experience gained by similar initiatives in Johannesburg and other African and non-African cities. The development objective of the project is the reduction of crime and causes of crime in the city through a multi-sectoral and partnership approach co-ordinated by the local authority.

Immediate objectives are: (1) the assessment of the crime prevention needs in the city; (2) the setting up of a local coalition on crime prevention; and (3) the development of an effective, community-wide crime prevention strategy for the city.

The aims of the Ethekewini Safer City project was to assist in developing a community-wide planning process to reduce delinquency and violent crime as well as

to reduce fear of crime and to increase civic vitality. Furthermore, the project sought to disseminate the lessons of these experiences to other African cities. Overall, the project was part of a wider effort to develop sustainable prevention policies in cities in Africa, as a response to repeatedly pronounced demands of the cities, which are willing to address urban violence but lack the expertise, tools and, in some cases, resources.

The role of the city in this effort has been to both design and oversee the implementation of the crime prevention strategy. The crime prevention strategy employs a preventative, inclusive, multi-agency approach within three strategic components:

- § Effective policing and crime prevention
- § Targeted social crime prevention
- § Environmental design

These components should not be seen in isolation but should be seen as supporting and complementing each other.

Partners

The United Nations Centre for Human Settlements (UN-HABITAT) offered the required urban management and crime prevention expertise. The International Centre for the Prevention of Crime (ICPC, Montreal, Canada) offered its additional expertise in crime prevention, particularly on Police and institutional reform, as well as access to northern countries practices. Other partners have provided expertise and support on specific activities, such as the Institute for Security Studies (ISS, Pretoria, South Africa) in research and victimisation survey, and the European Forum for Urban Safety (EFUS, Paris, France), in training.

Methodology

The overall objectives of the Safer Cities Project defined the following objectives in the overall strategy guiding the project implementation:

1. Effective Policing

- § To contribute to an improved policing service within the Unicity area.
- § To ensure the provision of an effective service by Metro Police through the implementation of their business plan.
- § To improve the enforcement of by-laws and promote a sense of lawfulness and order
- § To improve and expand community education regarding crime prevention
- § To improve the quality of crime information and analysis
- § To ensure a corruption free local government

2. Social Crime Prevention

- § To foster relationships that enable greater support to victims of crime with emphasis on women, children and the aged.
- § To reduce the level of drug and alcohol related harm.
- § To create a sustainable infrastructure for the effective management of street children
- § To support local efforts to create safer school environments.

- § To increase opportunities for disadvantaged youth.
- § To foster economic growth and increase job creation

3. Environmental Design

- § To promote the use of CPTED principles by developers and City departments.
- § To integrate and incorporate CPTED principles into the by-laws and building codes governing land use and new construction.
- § To access a broad range of information for accurately mapping crime problems.
- § To use CPTED interventions to improve safety along transport routes.
- § To improve levels of safety in KwaMashu through the Presidential Project.
- § To promote safety through implementation of the Urban Improvement Precinct programmes (UIP).

The Ethekwini Safer Cities Project has now been in operation for slightly more than three years. The first phase of the project has come to an end and before embarking on the second phase an evaluation is now required to provide programme management with a basis for identifying appropriate actions to: (a) address particular issues or problems in design, implementation and management, (b) reinforce initiatives that demonstrate the potential for success, and (c) draft a strategy for the programme identifying priority areas and outlining the ways forward for the second phase.

The Acting Safer Cities Programme Coordinator will prepare a proposed timetable and schedule crucial meetings in advance for the evaluation consultant, which will be reviewed and adapted as considered appropriate.

The consultant will:

- § Review relevant documentation
- § Conduct interviews with key stakeholders and actors (Metro Police, SAPS, Business Against Crime, including the Safer Cities programme staff, the Municipal Manager, the Deputy Municipal Manager heading the Health and Safety Department, representatives from the Safer Cities Steering Committee and other selected personnel of local government where the programme is active, as well as with representatives from UN-HABITAT.
- § Analyse and present their findings
- § Prepare and submit their final evaluation report
- § Prepare a draft strategy and outline of ways forward for the second phase of the programme

The Evaluation

The evaluation will be carried out by a national expert appointed by UN-HABITAT in collaboration with the Department of Health and Safety within Ethekwini Local Government of South Africa. The consultant is expected to be knowledgeable about local crime prevention, local governance and the local government system of South Africa.

The consultant will be responsible for the preparation of the evaluation report of the first phase.

Following are the specific tasks for the evaluation of the first phase:

1. Meet with the programme coordinator for briefing and to review time schedules and agenda of meetings;
2. Meet with the Municipal Manager and Deputy Municipal Manager of Ethekewini Municipality for an initial briefing;
3. Meet with the members of the Safer Cities Steering Committee;
4. Meet with relevant representatives of the other main stakeholders at local government level;
5. Meet with staff of the Safer Cities programme;
6. Analyse programme design and concept whether it clearly defines:
 - § The challenges facing the Safer Cities project, taking into account the institutional, socio-political, economic and environmental contexts as well as gender considerations?
 - § An appropriate programme approach or strategy?
 - § Appropriate management of the programme
 - § Logical linkages among objectives, inputs, activities, outputs, expected outcomes and impact?
 - § The implementation and management arrangements?
 - § Resource allocation and procedures for financial reporting?
 - § The indicators for use in monitoring and evaluation, differentiated by gender as applicable?
7. Describe the overall development of the Safer Cities Ethekewini project
8. Assess the role of the technical assistance and capacity building provided by UN-HABITAT in improving the quality of life with regard to safety in the city
9. Review the relevance of the programme in the light of the priorities identified in the strategy
10. Review the relevance of the programme in its design to address the needs of the beneficiaries. Do the specific issues relating to individual learning, organizational structures, processes, management systems, networking and linkages that affect the performance of the direct beneficiaries of the programme adequately address the needs?
11. Review the relevance of the programme with regard to focus areas and priority objectives identified in the strategy.
12. Review the programme design with respect to participation of key stakeholders in the design and implementation;
13. Analyse implementation and management arrangements of the programme, with respect to the involvement of key stakeholders and beneficiaries, linkages with other activities and other relevant role players, use of technical assistance and financial resources.
14. Review the extent of co-ordination.
15. Assess efficiency and effectiveness of programme implementation with respect to meeting the programme objectives, geographic coverage and participation of relevant role players and beneficiaries;
16. Identify lessons learnt so far, articulation of the implementation strategy, policy and institutional environment, training and capacity building and sustainability.
17. Prepare the evaluation report incorporating recommendations for corrective action to enhance relevance, efficiency and effectiveness of the programme, relating both to its design and implementation.
18. Prepare a draft strategy outlining ways forward for the second phase of the Safer Cities project covering the period 2003 to 2005

19. Provide recommendations to UN-HABITAT on possible reorientation or adjustment of its support

Reporting

The final report and draft strategy are to be submitted in English, both as hardcopy and softcopy (MS Word compatible) to UN-HABITAT for review and further distribution to the relevant partner institutions.

To guide the preparation of the evaluation report in the structure proposed, but this is obviously subject to discussion.

Duration

The whole exercise should be completed within three weeks. The start of the evaluation is scheduled for 21st May 2003 and it is expected to finish 11th of June 2003 with the delivery of the draft evaluation report and draft forward-looking strategy document.

Remuneration

The consultant will be contracted according to UN rules and regulations applicable to contracting national short-term consultants. Payment will be made in the form of a lump-sum agreement covering DSA, travel and other related costs to this exercise.

Qualifications

Advanced university degree in social sciences; 10-12 years of working experience, preferably in Africa and in areas related to crime prevention; knowledgeable project management; demonstrated experience in evaluating programmes; excellent communication and writing skills in English.

6.2 Persons interviewed

Anton Pestana,	KZN Provincial Department of Safety & Security
Brimacombe, Cecil	Business Against Crime
Caine, Glenda	Director: Independent Projects Trust
Committee members	eThekwini Municipality Safer City Sub-Committee Meeting
Edwards, Cookie	Coordinator: KZN Network for Violence Against Women
Eric Apelgren,	Head International Relations and Governance: eThekwini Municipality
Fatima Essay,	Director Network of Independent Monitors
Gielink, Shelley	Manager International Projects: eThekwini Municipality
Gobind, Cllr.	Chairman: eThekwini Municipality Safer City Sub-Committee
Irish, Jenny	Consultant
Majola, Thembi	Councilor: eThekwini Municipality
Malaza, Titus	Director operations: eThekwini Municipality Durban Metro Police Services
Manzi, Henry	Head: eThekwini Municipality Emergency Services
Nxumalo, Ismael	Coordinator Safer City project: eThekwini Municipality
Ramgobin, Ashish	Executive Director: Participative Development Initiative
Ramgobin, Bashi	Director: CRISP
Reeler, Joe	Initiatives Against Crime
Sayed, S	Chairman South Area CPF Board
Shabalala, Nomvusa	Councilor: eThekwini Municipality
Sibiya, Lizwi	Coordinator Safer City project: eThekwini Municipality
Sithole, Falaza	Director: SAPS - Crime Prevention -
Skweyiya, Sayo	Deputy City manager: eThekwini Municipality Health, Safety & Social Services
Sutcliffe, Michael	City Manager: eThekwini Municipality -

6.3 List of documents reviewed

- § Annual report on the activities of the safer city project. October 2000
- § Draft status report and proposed workplan and priorities output for 2003-2005
- § Durban Metro: Safer City Durban. 2000
- § Durban safer city project report: February 2003
- § Durban safer city project: annual report. October 2000 - September 2001
- § Durban safer city project: First progress Report to HABITAT. October 1999 to March 2000
- § eThekweni Municipality 2nd draft safety and crime prevention strategy
- § eThekweni Municipality Integrated Development Plan 2002-2006
- § Inanda – Ntuzuma KwaMashu Urban renewal plan – situational analysis summary report
- § List of stakeholders: safer city workshop: 15 May 2003
- § Making South Africa safe: a manual for community based crime prevention. National Crime Prevention Centre. 2000
- § Paper on safety, security and sustainable development presented to the Durban local agenda 21 summit. 24 July 2002
- § Presentation to Business Against Crime
- § Reducing crime in Durban: ISS monograph series No. 58, August 2001
- § Report for executive committee: Proposal for a Durban Safer Cities project. 01/05/1999
- § Report on short term priorities and business plan for Durban safer cities. 25 September 2002
- § Report submitted to the manager of the eThekweni municipality. Safer cities project: strategic issues and recommendations. UN-HABITAT - HABITAT 26 September 2002
- § Safer Cities Durban briefing note
- § Safer Cities Durban Fifth Progress report (January – December 2002)
- § Safer Cities Durban Fourth Progress report (January – December 2001)
- § Safer Cities Ethekeweni Municipality Fifth Progress Report: 1 January 2002 – 31 December 2002
- § Safer Cities: Terms of reference adopted 3 March 2003-05-21
- § Short term priorities and business plan. UN 6 April 2002
- § Staff vacancy circulars
- § Summary Mission report. UN-HABITAT

6.4 Safer Cities Terms of Reference

(Draft dated August 2002)

Introduction

The Safer City Project is a comprehensive multi-agency crime prevention strategy. The eThekweni Municipality has the role to play in both the design and to oversee the implementation of the crime prevention strategy. This strategy encompasses crime prevention and policy, social crime prevention initiatives and improving the environmental design.

The Steering Committee - Safer City Project will lead the Co-ordinated Crime Prevention Strategy through :-

- § consolidating interest in the project
- § undertaking needs assessment
- § strengthening local coalition on crime prevention in the eThekweni Municipality
- § implementing a local plan of action to reduce delinquency and violent crime through preventive methodology
- § promotion of exchange with other experiences.

Safer City Steering Committee

Overall Objectives

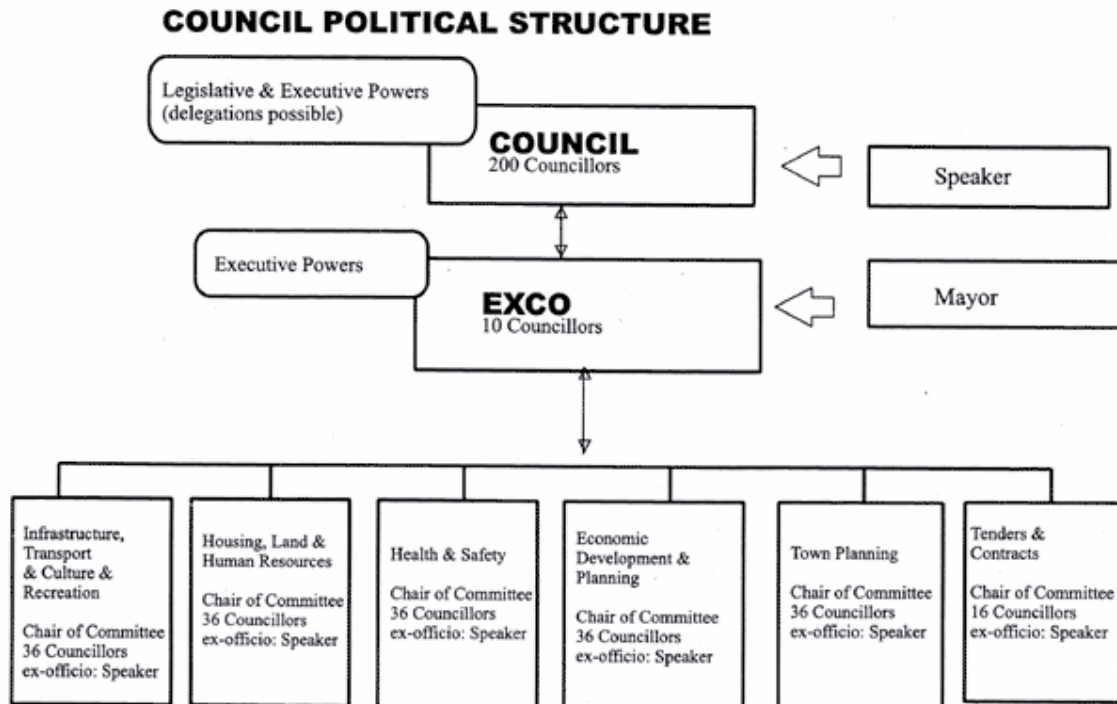
The main objective is the reduction of crime and causes of crime in the city through a multi-sectoral and partnership approach co-ordinated by the local authority. To reach this objective, the following actions should be implemented:

- § To introduce the strategy with collaboration of the partners and implement pilot projects relating to this strategy.
- § To continue in performing local security appraisal based on current information in order to align strategies if necessary.
- § To monitor the implementation of policy and directive issued by the CEO and report to EXCO.
- § That the Safer Cities Steering Committee will drive, facilitate, co-ordinate, and monitor the entire process.
- § Collaborate in exchange with other cities involved in the overall project. The eThekweni Municipality will share information and best practices on the experience of developing and implementing the project with other cities in RSA and internationally.
- § Provide an Annual Progress Report to EXCO. The eThekweni Municipality, through the co-ordinator of the project, will provide reports on activities and expenses concerning all funds involved in this project.
- § Initiate a partnership. The Steering Committee will identify and involve all the key city actors concerned with security in this process, such as the community based non-governmental organisations, the police, local authorities departments, local leaders, private sector, school, church, the judiciary, etc. This partnership will constitute a Local Coalition on crime prevention at the city level.

- § Formulation of a local plan of action. The Municipality will formulate and approve an action plan defining priorities according to urgency needs and available means, through a consultative process involving all concerned parties. The action plan will include :
- (viii) Short-term priority tasks
 - (ix) Short-term and long-term measures against crime within the city
 - (x) The identification and formulation of pilot projects with local partners and international partners, addressing vulnerable groups.
 - (xi) A monitoring and evaluation system for the whole process.
 - (xii) A tentative working plan
 - (xiii) Ensuring that development projects take account of crime prevention principles.
 - (xiv) Assisting victims of crime through the provision of information around what services are available or where capacity exists providing limited victim support services.
- § Implementation of this plan of action. The Safer Cities Steering Committee will monitor and evaluate the action plans on a quarterly basis.

6.5 Political structures of the Durban Unicity

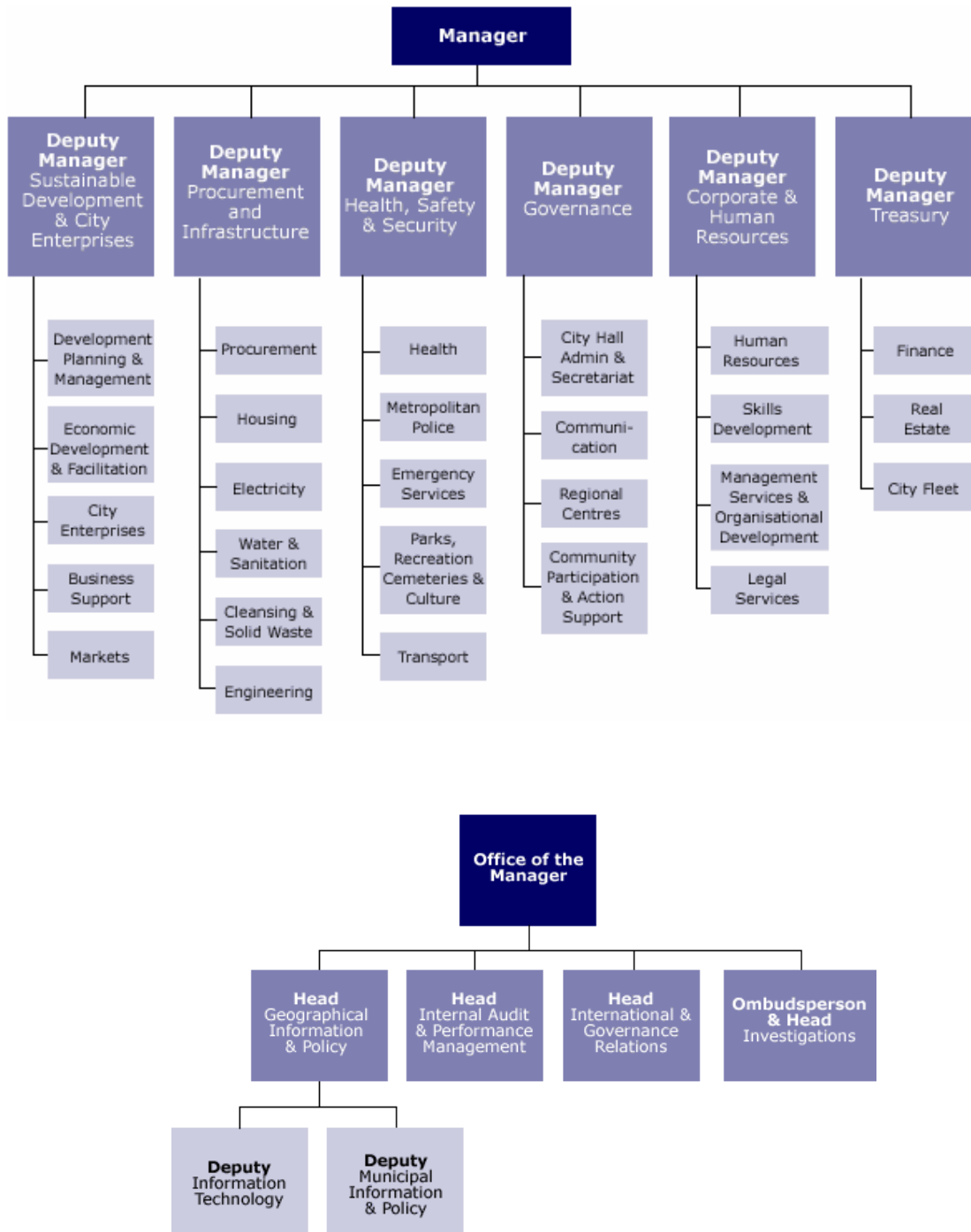
To understand the location of the Safer Cities project, it is important to note the political structures of the Durban Unicity and this is outlined below:



The safer City Project is guided by the Safer City sub-committee under the Health and Safety committee.

6.6 Management structures of the Durban Unicity

The current management structure of the municipality is as follows:



Reporting lines

The Manager reports to the Council, its Executive Committee and its office-bearers (particularly the Mayor and Speaker). The Administration is organized as follows: Manager, with some Offices reporting directly to the Manager:

- Deputy Managers who report to the Manager
- These Deputy Managers will have defined strategic and line function responsibilities;
- Heads of Units which report to specific Deputy Managers; and
- Departments which report to Heads of Units.

Manager's office

In addition to managing the Deputy Managers, four Offices report directly to the Manager:

- Office of Geographical Information and Policy: This office will drive the municipal geographic and information technology programme and integrate all policy review programmes.
- Office of Audit, including performance management
- Office of the Ombudsperson
- Office of International and Governance Relations

Strategic Management Team

The Manager coordinates a Strategic Management Team consisting of the Manager and his Deputy Managers. This committee meets once per week. The roles of Deputy Managers are to drive and integrate programmes across functional areas as well as to head up clusters

Deputy Managers portfolios

Six Deputy Managers have been appointed into the following portfolios:

- Sustainable Development and City Enterprises
- Health, safety and social services
- Governance
- Procurement and infrastructure
- Treasury
- Corporate and Human Services

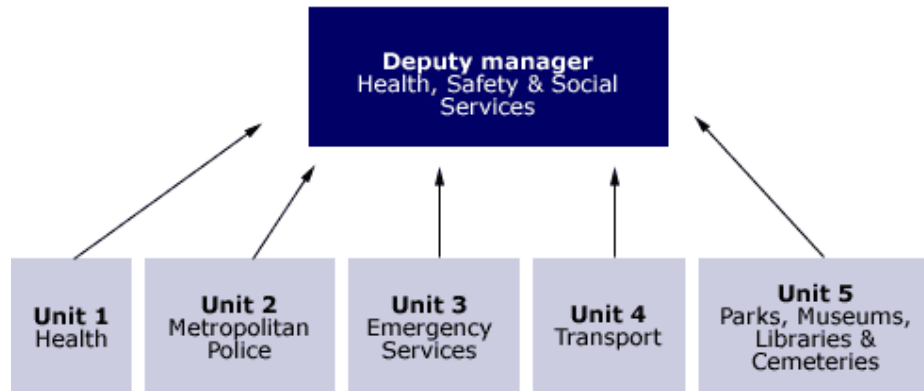
In addition, the Deputy Managers head clusters of Units which meet at least on a monthly basis to (i) review strategic directions and progress on IDP and (ii) ensure coordination between departments

Broad Management Forum

The Broad Management Forum consists of the Manager, Heads of the Manager's Offices, Deputy Managers and all Heads of Units. The Broad Management Forum meets at least on a monthly basis (after Council) to deal with general issues and programmes of council.

6.7 Management structures: Dept of Health, Safety and Social Services

The Deputy Manager's office is structured as follows:



The Office assists the City Manager with all aspects of coordinating development and services to communities, including directing and managing the provision of services in respect of the following major functions :

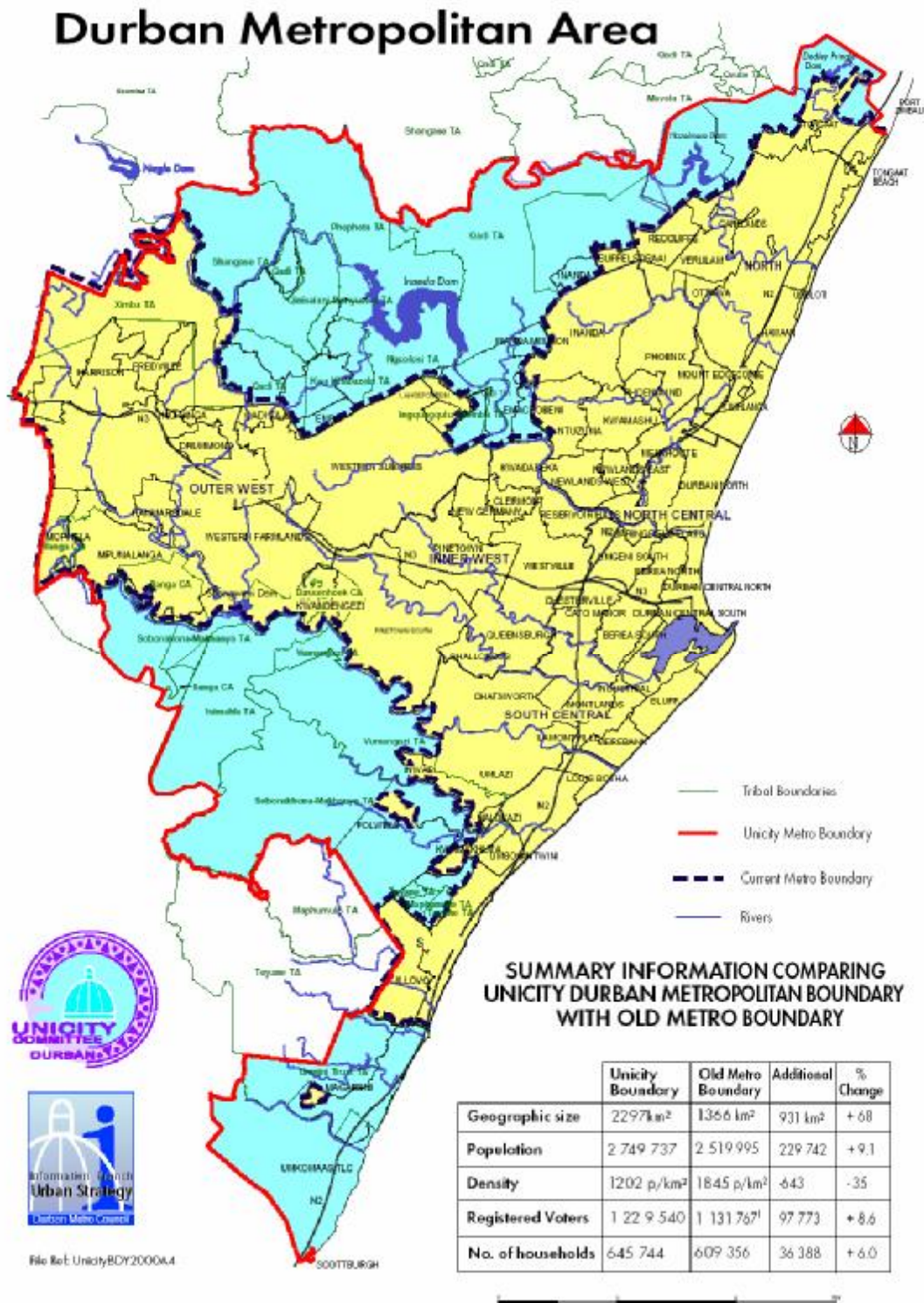
Health	This Office ensures an efficient and cost effective community primary health care and environmental health delivery service is rendered so as to maintain acceptable personal and environmental health standards in the Municipal Area.
Metropolitan Police	This Office manages a municipal police service within the metropolitan area including traffic policing, policing municipal by-laws, crime prevention, road safety and processing of fines and summonses.
Emergency Services	This Office directs and manages the Emergency Services Unit including fire services, emergency communications and loss control and disaster management services.
Parks, Recreation, Cemeteries & Culture	This Office develops, enhances and maintains cost effective cultural/recreational amenities and services including but not limited to Libraries, Art Gallery, Museums, Recreation, Parks and Cemeteries

The outputs for these Units collectively include:

§	A comprehensive primary health care service
§	A fire fighting and fire prevention service
§	A general emergency service
§	Rescue service (part) SAPS and SANDF also provide
§	Disaster management and civil protection service
§	A safe living environment (crime prevention and bylaws enforcement).
§	An arrive alive service (traffic law enforcement)
§	Scholar patrols
§	Summons processing
§	Loss Control
§	Other Law Enforcement (Beach bylaws and seashore regulations, Enforcement of park bylaws)

- § Electronics
- § Safer City Project
- § Land invasion control
- § Issue of trade licenses including inspection of premises to ensure compliance with regulations.
- § Vehicle testing and licenses (North and South entities): Motor vehicle testing, Motor vehicle license, Drivers licenses
- § VIP Unit
- § Passenger transport service
- § Bus hire service
- § Advertising on buses
- § Municipal vehicle fleet management
- § Repair and maintenance service for vehicles and mechanical plant (plant equates to bulldozers, backacters, cranes, tractors, lawn mowers etc.)
- § Provision of an educational and leisure service through the issue of books, tapes, videos, discs, etc.
- § Functional reading and reference facilities
- § An informational / educational advice service on a variety of topics
- § Photocopying (limited)
- § Fax service (limited)
- § An appreciation, viewing and education on works of art
- § An appreciation and education on local history and natural science service
- § Clean beaches
- § Functional change rooms
- § Safe pools and beaches (lifeguard service)
- § A public toilet service - Output: toilets for use by citizens at beaches
- § A hiring service for all Council sporting facilities and community halls as well as and public areas within the foreshore. Output: maintained sporting facilities, community halls, stadia and other letting areas (all halls excluding Durban City Hall)
- § Maintained parks
- § A birds and animal display service
- § Well maintained public grassed areas
- § Nursery service – plants and shrubs
- § Hire of conference centre and park areas
- § Maintained public toilets excluding those at beaches
- § Beautified areas
- § Grass cutting for recreation facilities
- § Advice on horticulture
- § Advice on market gardening
- § Burials in maintained cemeteries and cremations in functional crematoria
- § Traffic signal system and CCTV monitors, Output: Safe roads and efficient traffic flow.

6.8 Unicity boundaries



6.9 List of stakeholders

(Compiled for Safer City Workshop)

STAKEHOLDER	NAME
NGOs	Jenny Irish - Injobo Nebandla
	Glenda Caine - Independent Project Trust (IPT)
	Ashish Ramgobin - Participative Development Initiative (PDI)
	Hlengiwe Gasa - Sangoco KZN
	Celia Dawson - Nicro
	Tanuja Munnoo - S.A. Human Rights Commission
	Beatrice Ngcobo - Commission on Gender Equality
	Cookie Edwards - KZN Network on Violence Against Women
	Fatima Essay - Network of Independent Monitors
UIP	Eddie Morton
CPFs	Mr. Mabaso (North)
	Mr. Sayed (South)
	Mr. Wepener (Midlands)
SAPS	Mr. Ramsaroop (South)
	Mr. Chiliza(North)
	Mr. Khumalo(Outer West)
DMPS	Eugene Nzama - Head of Department
BAC	Cecil Brimacombe - Business Against Crime
COUNCILLORS	Councilor N. Shabalala
	Councillor V G Reddy
	Councillor M A Abdool
	Councillor F Adam
	Councillor S Burrows
	Councillor L Cele
	Councillor N Cele
	Councillor M Chamane
	Councillor T Gabela
	Councillor P Gaffney
	Councillor R Gobind
	Councillor J Green
	Councillor T Hlongwa
	Councillor T Khoza
	Councillor T Magwaza
	Councillor S Masson
	Councillor M Mavundla
	Councillor P Mbatha
	Councillor B Mkhize
	Councillor W Mkhize
	Councillor E Mngadi
	Councillor S Morar
	Councillor K Mthembu
	Councillor R Naidoo
	Councillor S N Ngcobo

	Councillor S Ngwenya
	Councillor N Ntanz
	Councillor M Ntuli
	Councillor S Padayachee
	Councillor B Prinsloo
	Councillor K Read
	Councillor S Shange
	Councillor R Singh
	Councillor S Stefanidis
	Councillor L Thobela
KWANALOGO	M. Khoza
DEPT. OF SAFETY & SECURITY	Yasmin Bacus
DIAKONIA	diak@iafrica.com
INFORMAL TRADE	Pat Mncube
AMAKHOSI	Inkosi Z.M. Mlaba
	Inkosi E.B. Shoji
	Inkosi T.F. Gwala
	Inkosi H.L.T. Mkhize
	Inkosi N.M. Shangase
	Inkosi B.A. Makhanya
	Inkosi P.P. Luthuli
	Inkosi B.F. Bhengu
	Induna B. Shangase
	Inkosi N. Cele
	Dep-Inkosi M.M. Mthitayane
	Dep-Inkosi B.M. Gasas
	Inkosi M.W. Hlengwa
	Inkosi B.C. Maphumulo
	Inkosi B. Ngcobo
DEPT. OF EDUCATION	Nhlanhla Dimba
CITY MANAGER	Dr. M. Sutcliffe
DEPUTY CITY MANAGER	S. Skweyiya (Health, Safety and Social Services)
	D. Naidoo (Procurement and Infrastructure)
	S. Madondo (Corporate & Human Resources)
	B. Kunene (SD & CE)
	K. Kumar (Treasury)
	S. Cele (Governance)
DEPT. OF JUSTICE	Bridgitte Shabalala
SAFER CITIES COMMITTEE MEMBERS	L. Manzi
	L. Sibiyi
	I. Nxumalo
	E. Apelgren
	S. Gielink
	N. Sithole
	J. Sayer
	T. Malaza
	S. Mabaso
	S. Mncube

HEADS OF DEPARTMENTS	E. Apelgren (International * Governance Relations)
	G.N. Dlamini (Kisa) (Management Services & Organisational Change)
	L. Manzi (Emergency Services)
	H. Mcuma (City Fleet)
	J. Muir (Internal Audit & Performance Management)
	N. Naidoo (Ombudsperson & Investigations)
	E. Nzama (Executive Head)
	P. Coughlan (Housing)
	J. Subban (Geographical Information & Policy)
STREET CHILDREN FORUM	Nonala Ndlovu / Vusi Khoza
JAMIATUL ULAMA NATAL	Mohammed Amir
CRISP	Bashi Devnarain
SHEMBE	
PROVINCIAL LIQUOR BOARD	Ms. Zandile Nyandu
CIVIC ORGANISATIONS	
KZN TOURISM AUTHORITY	Mxolisi Nkosi
CONSULTANT	Sbu Xulu

NUMBER OF STAKEHOLDERS = 108

6.10 Letter of Understanding between the Municipality and UN-HABITAT

6.11 Short-term priorities and business plans (April 2002 & Sept. 2002)