

Durban Safer City Strategy : 2000

Introduction

Durban is a thriving tourist and commercial centre in KwaZulu-Natal, with a large diverse population and rich cultural heritage. It is home to South Africa's busiest port and an important industrial hub. The city has won numerous awards including the 1999 Global Achievement Award as one of the world's ten best international cities - the only recipient on the African continent.

However, like so many other cities in the world, Durban is concerned with the growing threat of crime and violence and its impact on the safety and security of its citizens. Under current circumstances, the criminal justice institutions at national and provincial level are unable to stop or even control the escalation of urban violence.

Making Durban safe both now and in the future requires a citywide crime prevention strategy. Local government has both the capacity and mandate to initiate and implement this strategy. This mandate is supported by numerous national policy documents including the White Paper on Safety and Security 1999-2004, "In Service of Safety" (September 1998) which states 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."

This is supported by the mission statement of Durban Metro, which makes a commitment to undertake processes to make the Metro area a safe and secure place. Local government's lead role in crime prevention is further encouraged by local communities as demonstrated by Durban Metro Quality of Life Surveys, in which citizens were asked their opinions on crime in the Metro area. The respondents were critical of the Council's failure to achieve "safety" and "full employment" at both the central and neighbourhood levels. Four out of five respondents said that crime, corruption and mugging were the biggest problems facing the city. If the City is to deliver an appropriate and effective service, crime prevention initiatives must be a key component. Crime Prevention means many things to different people, but essentially it is about stopping crime before it happens rather than reacting afterwards.

This is a paradigm shift from the traditional view of crime prevention as a police activity which focuses on the perpetrator. This is supported by international research which shows that purely reactive strategies have an insufficient impact on crime levels. More recently best practice has shown that a holistic approach is needed to create a crime-free society. For example, in Rochdale, England, close co-operation between probation services, police, and social services within a housing project led to a 75% reduction in burglaries.

Crime prevention is a more cost effective option than dealing with the aftermath of crime even though it is sometimes perceived that a tougher reaction by police and courts is the best response. Effective crime prevention would boost investor confidence in the city with a direct

impact on prosperity and employment in Durban. Low crime levels are one of the global indicators for stability and social integration. This plays a role in attracting new investments and in maintaining current levels of investments, thereby ensuring the retention of a skilled workforce and contributing to improvements in the quality of life for citizens.

Economic and social injustices of the past must also be addressed. International research commonly suggests that the post-apartheid crime levels in South African cities can be partly attributed to a long history of social inequality and exclusion and a lack of institutional and social control. Basically, insufficient urban services and exclusion encourage crime and violence. The White Paper on Local Government (March 1998) supports a strategic response through social and economic justice:

“Local government should promote integrated spatial and socio-economic development that is socially just and equal for everyone in the community. This requires that crime prevention principles be integrated with other aspects of local development, including economic development.”

Turning the tide on crime also requires a critical mass of people who share the same strategy. So, the strategy must make crime prevention a core function of city departments, employees and the general population.

A good strategy should develop a critical mass of crime prevention tactics. Utilising a large range of tactics co-ordinated within a single strategy will naturally meet with more success than isolated small projects. **The diagram below** shows that crime is a product of many factors, each of which must be addressed through a holistic multi-agency approach.

Durban’s crime prevention strategy takes into account existing information and research. As part of the development process, a safety audit was conducted through a review of current research documentation **(listed in Addendum A)**.

Through this process the ingredients for successful crime prevention have become evident and include preventative, inclusive and multifaceted approaches which address the inequalities which contribute to high crime rates.

This strategy was also guided by lessons drawn from local urban development and urban renewal projects including those at Cato Manor and Warwick Junction as well as the Pilot Project on Safety at Transport Nodes. Best practice identified included dealing with crime and security issues through an integrated approach, one which is holistic, geographically specific and requires local ownership.

The role of the City in this effort is to both design and oversee the implementation of a crime prevention strategy that employs a preventative, inclusive, multi-agency approach and addresses some of the inequalities that contribute to high crime rates. All of these factors are addressed within three strategic components, each of which is detailed in the next section of the strategy document. These are:

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

These components should not be seen in isolation but should rather be seen as supporting and complementing each other. They are separated here for the clear identification of strategic objectives and desired outcomes.

Effective Policing and Crime Prevention

According to numerous surveys, the majority of the South African population believes that better policing and criminal justice are essential to their safety. People often report that seeing police members in public doing their jobs is reassuring. In South Africa the fear of crime is serious and reducing the fear of crime can be as important as reducing or preventing crime itself. Therefore effective policing is also effective crime prevention and must be an integrated part of the strategy. In this regard the City of Durban is in a unique position as the first city in South Africa to have a Metropolitan Police Service and the goodwill exists for the city to work closely and in conjunction with the South African Police Service (SAPS).

The City also has the resources that can aid in improving the existing levels of service and in helping to co-ordinate the various role-players. In terms of the South African Police Service Amendment Act the Metropolitan Police are responsible for:

- policing road traffic and related laws
- policing of municipal by-laws
- visible policing and related crime prevention functions

These functions are complimentary to the much broader functions of the SAPS and together these two agencies are well placed to contribute to a safer city.

As can be seen from existing research, law enforcement is considered of primary importance to most residents of the city. An important aspect of the strategy is to ensure an effective level of police service. The performance of the Metro Police, in partnership with SAPS, is vital to this strategic objective.

Objective 1.

To contribute to an improved policing service within the Durban Metro area:

Outcomes

- the Durban Metro Police and SAPS work closely together and actively participate in the legislated joint co-ordinating committee with other criminal justice departments in order to have:
 - aligned the Metro Police Plan with the SAPS Area Plan and to have co-ordinated joint activities

- ❑ developed a system of using and sharing technology for crime prevention and detection such as utilising and expanding the current Closed Circuit Television (CCTV) network and the city's geographic information system (GIS).
 - ❑ defined areas of joint training, operations and strategic planning
- the City supports and informs the SAPS strategy regarding community needs and expectations
- a stronger role played by the City within the Community Police Fora(CPF)
- Strong partnerships between SAPS, Metro Police and business

Objective 2.

To ensure the provision of an effective service by Metro Police through the implementation of their business plan:

Outcomes

- all three functions of the Metro Police are carried out effectively and efficiently
- there is clarity around the supportive roles between Metro Police and SAPS
- Metro Council plays an active and constructive role in the civilian oversight body of the Metro Police
- support mechanisms are in place to ensure the delivery of service
- a system of training and education for members of the service is in place
- active participation in the Provincial Asiphephe Road Safety Campaign

Objective 3.

To improve the enforcement of by-laws and promote a sense of lawfulness and order:

Outcomes

- consolidated and standardised by-laws throughout the Metro region
- a priority enforcement list of by-laws that have the most impact
- set standards for enforcement levels and inform residents of the city
- support the criminal justice system and consider the establishment of “municipal courts”

- a monitoring process to measure effectiveness

Objective 4.

To improve and expand community education regarding crime prevention:

Outcomes

- effective school programmes delivered by Metro Police and SAPS
- increased public education programmes and partnerships, outreach programmes and sharing information
- distribution to communities of the crime prevention manual, "Making South Africa Safe"
- crime prevention projects developed through the participation of councillors, local government representatives, CPF's and Neighbourhood Watch groups.

Objective 5.

To improve the quality of crime information and analysis:

Outcomes

- improved gathering, sharing, integration and analysis of information between agencies and stakeholders such as community police fora, business, and schools
- a process ensures that analysis is fed back to constituencies and there is greater public knowledge and use of this information
- such information is used in crime prevention plans and initiatives

Objective 6.

To ensure a corruption free local government:

Outcomes

- an action plan developed and initiated by a multi disciplinary team to attend to municipal malpractice and prosecution of offenders and recovery of losses
- a process to oversee that tenders and contracts are justly awarded

- strong financial control mechanisms
- investigation of all allegations of malpractice involving city officials

Targeted Social Crime Prevention

While the criminal justice system looks at the effects of crime, social crime prevention focuses on its causes and the social and economic conditions which contribute to criminal and violent behaviour.

Social conditions, which promote crime, are varied and further complicated by resource imbalances that were created and entrenched by the apartheid system. Substance abuse, street children, inadequate access to education, high levels of victimisation and a depressed job market have been identified as some of the main causes of a social condition which promotes the occurrence of crime and violent behaviour. Nowhere is a multi-agency approach more critical than in dealing with these adverse social conditions.

One focus of the social crime prevention strategy is the victim, who is often the first, or only, link which police have to a perpetrator. International studies have shown that providing an improved victim service impacts positively on the relationship between police and victims which, in turn, supports successful police investigation of the crime. The social and economic inequalities that breed crime must be carefully addressed. Without development, growth and economic empowerment, the social conditions leading to crime are likely to persist. Perpetrators are usually male youths with very limited resources coming from deprived urban environments. They need centres which offer recreation opportunities, training, counselling and organised youth activities. Offering youth a secure environment where constructive activities take place, could go a long way towards preventing crime.

There are more than a thousand street children in Durban. Owing to the HIV-AIDS epidemic, the numbers could swell and strain social services as has been the experience in other African cities. The management of street children is a strategic priority since they are children in need of care and are vulnerable to crime, exploitation and abuse. Most of these neglected youngsters lack social and practical skills which increase the likelihood that they will participate in criminal activity. Since they congregate in business and tourist districts they can intimidate residents and tourists to the detriment of the city's economic growth.

Research has found an association between substance abuse and domestic violence, youth violence and neglected children. It can also create run-down areas of the city that further attract crime. "Sleazy" establishments have mushroomed in recent years to become centres of crime, drug and alcohol abuse and anti-social behaviour.

Studies have also shown that many schools within the City are unsafe and often become places for criminal activity and recruitment. Drug dealing and gang violence represent only two concerns which challenge the safety of some schools. Given that schools represent the places

where young members of society begin their training, it is imperative that they be made safe from criminal activity.

Objective 1.

To foster relationships that enable greater support to victims of crime with an emphasis on women, children and the aged:

Outcomes

- the creation of a local victim support network under the auspices of the Provincial Victim Empowerment Network that includes
 - a data base and mapping of victim support services
 - informed staff and communities in regard to the existence of this data base
 - training in victim support skills and knowledge made available to relevant City role-players
 - co-operation between the City and CPF structures to promote well managed crisis care centres
 - tourist access to information regarding available victim support services

Objective 2.

To reduce the level of drug and alcohol related harm:

Outcomes

- support and foster partnerships with agencies dealing with drug and alcohol related problems
- a pilot project with licensed premises and taverners associations to reduce alcohol related crime and antisocial behaviour in and around their premises
- a joint operation by which the City can address the sleazy hotel syndrome

Objective 3.

To create a sustainable infrastructure for the effective management of street children:

Outcomes

- an expanded city role in co-ordinating projects which are aimed at sheltering street children
- a strong coalition with organisations involved in street children programmes
- establishment of a local inter-departmental committee focussing on the needs and care of street children

- the enforcement of laws and by-laws relating to street children
- ongoing training for specialised units at the Metro Police and SAPS
- an increase in the grant-in-aid provision to organisations providing shelter and reintegrating them with parents and community

Objective 4.

To support local efforts to create safer school environments:

Outcomes

- participation in the Community Alliance for Safe Schools (CASS), an alliance of departments and organisations that works towards safe schools
- 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)
- to have initiated a process to inform other role-players such as NGO's, SGB's, and teachers about current City activities, including recreational opportunities
- a programme of visits by Metro Police and other municipal departments to schools for education purposes

Objective 5.

To increase opportunities for disadvantaged youth:

Outcomes

- 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
- 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
- holiday programmes for youth

Objective 6.

To foster economic growth and increase job creation:

Outcomes

- provide support for the growth of small businesses through:
 - services provided by the Tekweni Business Development Centre
 - affirmative procurement
- the building of community economic fabric by:
 - regenerating economic infrastructure in disadvantaged communities
 - creating appropriate support infrastructure (institutional and physical) for income generating activities in disadvantaged communities
 - ensuring involvement of local communities in development projects (including the use of local labour)
- Attract and facilitate new investment through ;
 - improved investor service (reduction of red tape)
 - ensuring critical investor areas are well maintained and well run
 - targeted support for growth and employment creating sectors

Environmental Design

It is commonly recognised that for every crime there is a victim and a perpetrator, however the environment in which the crime occurs is less often thought about. Interventions into the design of the environment can help to reduce the incidence of crime. Internationally, this strategic component is known as Crime Prevention Through Environmental Design or CPTED (pronounced sep-ted) and it is being successfully employed in many cities worldwide.

CPTED is based on certain principles of architecture, landscaping, visibility and lighting, aesthetics and the marking of spaces that create greater public security both in real terms, and in terms of people feeling safe in a location.

Implementing CPTED often starts by training those city employees who deal with the environment. Key departments then work together to incorporate CPTED principles into local government crime prevention plans, building codes, and information campaigns to impact positively on the city.

Crime Prevention through Environmental Design works best when integrated within a broader crime prevention strategy which includes law enforcement and social crime prevention. CPTED can range in scale from small to medium to large. Small and medium scale interventions can involve landscaping, building design and increased surveillance. Large scale urban renewal projects such as Warwick Junction and Cato Manor are expensive and must be targeted. While

the project at Warwick Junction made use of existing buildings and infrastructure, at Cato Manor both housing and infrastructure were required. Both projects involved large budgets, multi-disciplinary teams and focused attention. In addition to looking at the fixed city environment, transport must also be considered within an urban design strategy. Crime at bus shelters, taxi ranks and along transit routes is considered to be high but under-reported. Based on victim surveys, this is a real concern to many commuters.

Objective 1.

To promote the use of CPTED principles by developers and City departments:

Outcomes

- All developers and City departments involved with the physical environment have access to and information about CPTED principles.
- CPTED workshops held for developers and key City departments concerned with the physical environment
- inclusion of CPTED principles in routine activities and geographic targets for intervention (e.g. the manner of landscaping parks)
- a promotion campaign explaining these principles in the design and maintenance of public space and infrastructure
- mapping of crime info to highlight hot-spots and encouraging CPTED intervention

Objective 2.

To integrate and incorporate CPTED principles into the by-laws and building codes governing land use and new construction:

Outcomes

- the establishment and revision of by-laws and building codes concerning land use and new construction which support CPTED
- a mechanism for checking building plan submissions against the by-laws

Objective 3.

To access a broad range of information for accurately mapping crime problems:

Outcomes

- a partnership between SAPS, Community Policing Fora, Neighbourhood Watches, and the

appropriate municipal departments in order to access this broad range of information

- GIS mapping of the data
- all role-players including communities, developers, SAPS, and the City know about and have access to this resource.
- information to all relevant departments and developers regarding the existence and method of accessing such a resource

Objective 4.

To use CPTED interventions to improve safety along transport routes:

Outcomes

- the appointment of a champion to support the existing Transport Node Safety Project and ensure its implementation.
- replication of the pilot Transport Node Safety Project based on lessons learnt
- 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

Objective 5.

To improve levels of safety in Kwa Mashu through the Presidential Project:

Outcomes

- strategic support of the project which ensures safety benefits
- a communication process between local, provincial and national actors within this presidential project
- a project team that includes departments from all levels of government to ensure the integrated and holistic provision of services
- the alignment of planning within the Presidential Project

Objective 6.

To promote safety through implementation of the Urban Improvement Precinct programmes (UIP):

Outcomes

- an evaluation of the Central Business District UIP program
- a plan and guideline for replicating the programme throughout the City
- a safety component is included in all UIP's
- an information and media campaign that advertises the benefits of UIP's and encourages wider participation

Delivering the Safer City requires sound management to ensure success. This includes careful attention to partnerships, adequate budget allocations and developing action plans with timetables and performance indicators to measure outcomes and evaluate the impact of the strategy.

Partnerships

International research also shows that reducing crime must become everyone's responsibility and that this can only be achieved through the active participation of citizens, business, NGO's, the criminal justice system and local government in strong co-operative partnerships. While different partnerships are required for different programmes and projects it is essential to include these stakeholders and community members most affected by the project, in the planning phase, otherwise plans may be obstructed by people who feel alienated from decision-making.

While champions can motivate and support crime prevention initiatives, it is important that they are not seen as just one person's responsibility. Broad participation and accountability is best achieved by disseminating the City's strategy as widely as possible.

Budgetary Considerations

The funding of crime prevention initiatives influence whether or not they will succeed. Apart from seeking additional funds, it is important that existing budgets are redirected towards crime prevention activities in order to avoid departments being told to take account of crime prevention without receiving the necessary support to do so.

Three levels of cost should be considered in implementing this strategy where, even with little money, the City can have an impact on reducing crime. As one moves up each level, greater effort and resources are required. The three levels are:

- No cost to low cost: Making crime prevention the core business of the city through training, information, and integrating crime prevention into all existing line functions.

- Low cost to medium cost: Creating crime prevention projects through co- operation among role-players and through creating partnerships that expand existing functions.
- Medium cost to high cost: Initiating new projects which go beyond current local government activities and require new infrastructure or personnel.

No cost, low cost and some medium cost activities can be funded by redirecting budgets and by prioritising current activities. Medium cost to high cost activities can be best achieved by seeking additional funding sources such as through stakeholder partnerships. This may include joint programmes between business, communities, and the City, rates rebates, provincial and national funding or foreign funding. Networking with other departments at Provincial and National levels is also needed to ensure that their budgets and programmes support local development projects.

Monitoring and Evaluation

International experience has shown that crime prevention strategies seldom work perfectly first time and global experience suggests that implementation is best achieved through an incremental process of experimentation or “learning by doing”, dissemination of the lessons learnt, ongoing measurement and publication of results. The circulation of information is critical, since the participation of the stakeholders can only be assured if they are kept well informed of the activities and results of projects being implemented. In order to sustain it, all of this requires a well planned process of monitoring and evaluation.

Monitoring is the regular observation and recording of project activities in order to check on progress and gather information on which to base future decisions in order to improve project performance. The most effective way of monitoring is measurement against an action plan. This written plan details the tasks and resources (inputs) needed to reach the projects outcomes and strategic objective. Tasks are listed in the order in which they should be implemented, are assigned to relevant team members who are given a deadline. The required resources are also identified.

Through regular monitoring the project “champion” must ensure that these tasks are accomplished satisfactorily and within set time frames and check that resources are appropriately utilised. Evaluation refers to the process of judging the completed project against anticipated outcomes and objectives. It is intended to provide a clear picture of the extent to which the project has been able to achieve its intended objectives. By comparing the anticipated outcome, with what actually happened we can begin to identify practices that both worked and failed. Knowing that a project succeeded or failed is less important than knowing why it failed and identifying critical factors. It is critical that this information be shared with others through briefings, newsletters and appropriate forms of communication, allowing the City to approach the next project with increased information and skills.

Objectives and outcomes provide the basis for monitoring and evaluating a project, they are the yardsticks upon which the success or failure of a project is measured. Outcomes in this strategy are written in such a way that they are easy to monitor and evaluate. They exist should the

intervention be successful. Specific and measurable indicators can then be developed from these outcome statements.

Some of the strategic objectives contained in this document are achievable in the short to medium term and are relatively easy to measure. Others are more complex and only achievable in the longer term. Nevertheless each objective requires its own method and scale of evaluation designed to measure the specific indicators which demonstrate the achievement of the outcomes.

Monitoring and evaluation of this strategy 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 its 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 Safe City is achieved. While monitoring and reporting is best done internally through roleplayers who are intimate with the strategy and its projects, final evaluation can often be better accomplished through an external evaluator.

To ensure that the City's programmes and projects in the area of social crime prevention (the second component of the strategy) are based on a sound scientific understanding, the Safer City Initiative established an external Research Advisory Group (RAG). This body includes social scientists and experienced researchers from NGO's, universities, business and other organisations who advise the Safer City Coordinators. RAG will assist in baseline data collection and in monitoring and evaluation so that the Initiative learns from its own experiences and the experiences of others. They will also advise on best practices (e.g., pilot projects) and advise on appropriate research requirements.

Already, the RAG has identified and recommended research priorities and provided a consultative forum for the selection of certain components and tactics given in the social crime prevention section. The priority areas identified by the RAG on social crime prevention were based on potential impact on crime reduction, the capacity of the City, cost factors, and the need to adhere to national and provincial policy.

Conclusion

This strategy is an expression of a joint plan of action for local government and its partners which include provincial and national government, the criminal justice system, business and NGO sectors and community based structures. It deliberately highlights the important areas of delivery and the achievement of outcomes which will make a positive impact on crime in the City. The strategy is firmly located within Durban's Integrated Development Plan and Long Term Development Strategy. This builds on a common vision with the intention of creating a critical mass of projects and people which will allow us to stem the tide of crime.

By making crime fighting the core business of the City, the Metro will be able to achieve a very possible dream: a thriving, world class industrial and commercial centre, employment opportunities for all citizens, a premier tourist destination and a City with a clean, safe

environment, full effective employment and a high quality of life. This is the overarching objective of the Safer City Strategy.

Demographics of the Durban Metropolitan Area

The Durban Metropolitan Area (DMA) is found along the eastern coast of South African within the province of KwaZulu Natal and covers an area of approximately 2,285sq kms which is nearly 1.5% of the total area of KwaZulu Natal.

The area has a diverse topography ranging from rolling hills in the west through to the relatively flat coastal plain in the east. Nearly half of this land is under residential use (41%) with the balance used for agriculture (20%), for urban economic purposes (5%), for public and social facilities (3%). A small amount of land falls under road, rail or harbour use (3%). Just over a quarter of the area is not suitable for development and a large portion of this, nearly 27%, constitutes the vital ecological habitats which are an important component of the Durban Metropolitan Open Space System (D'Moss)

Durban is considered one of South Africa's premier tourist destinations with golden beaches and excellent surfing conditions. It is also the site of the country's major port in terms of value of cargo handled. Our large and diverse population consists of more than two and a half million residents of African, Asian and European heritage, creating a rich cosmopolitan society. The African community makes up the largest sector (61%) of the population followed by the Indian community (23%).

Housing within Durban consists of formal, semi-formal, informal and traditional dwellings. Two thirds of the population live in formal accommodation, i.e. houses or rooms in houses while the balance live in informal settlements or traditional structures. Most of the townships, informal and peri-urban areas, which have predominantly black residents, have poor levels of infrastructure and hence limited access to basic services. This has resulted in a distinct pattern of inequity across the Durban Area. Employment levels are unacceptably low. Approximately 67% of Durban's population are of a working age population (nearly 1.7 million), but 40.7% of these are unemployed. Of the employed population, about half work in the informal sector.