

GUIDE TO DESIGNING INTEGRATED VIOLENCE PREVENTION INTERVENTIONS

Co-Designing Integration



national treasury

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DEUTSCHE ZUSAMMENARBEIT

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on behalf of the South African-German Development Cooperation.



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FOREWORD

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ACRONYMS

ABA	Area-based approach
ACT	Area Coordinating Team
APP	Annual Performance Plans
BEPP	Built Environment Performance Plans
BMZ	German Federal Ministry for Economic Cooperation and Development
CPF	Community Policing Forum
CPTED	Crime prevention through environmental design
CSPS	Civilian Secretariat for Police Service
DDM	District Development Model
DHS	Department of Human Settlements
DSD	Department of Social Development
GBV	Gender-based violence
GIZ-VCP	Deutsche Gesellschaft für Internationale Zusammenarbeit - Inclusive Violence and Crime Prevention Programme
IDP	Integrated Development Plan

JCPZ	Johannesburg City Parks and Zoo
JCSP	Johannesburg City Safety Programme
JDA	Johannesburg Development Agency
KfW	German Development Bank
KPI	Key performance indicator
LGBTQ+	Lesbian, gay, bisexual, transgender, and queer
MBDA	Mandela Bay Development Agency
NMBM	Nelson Mandela Bay Municipality
MEL	Monitoring, evaluation and Learning
MOU	Memoranda of Understanding
MSDF	Municipal Spatial Development Frameworks
MURP	Mayoral Urban Regeneration Programme
NGO	Non-governmental organization
NHW	Neighbourhood Watch
NPA	National Prosecuting Authority
PSDF	Spatial Development Frameworks

SALGA	South African Local Government Association
SAPS	South Africa Police Service
SGBV	Sexual and gender-based violence
SLA	Service Level Agreements
SNAC	Safe Node Area Committee
SPUU Helenvale	Safety & Peace through Urban Upgrading (NMBM)
SPUU Mamelodi East	Safety Promotion through Urban Upgrading (City of Tshwane)
UN Habitat	United Nations Human Settlements Programme
VPUU NPC	Violence Prevention through Urban Upgrading Not for Profit Company
WC DEA&DP	Western Cape Departments of Environmental Affairs and Development Planning
WC DSD	Western Cape Department of Social Development
WC DoA	Western Cape Department of Agriculture
WPSS	2016 White Paper on Safety and Security

ABOUT THESE BOOKLETS

These booklets grew out of the idea that the collective knowledge about violence prevention in the technical and financial cooperation within the South African-German Development Cooperation should be shared to facilitate the institutionalisation, upscaling, adaptation of, and fostering of synergies amongst, successful violence prevention approaches.

Beginning in 2018, this collective knowledge was gathered through a dedicated joint measure, under the title: "Knowledge Management across the Field of Violence Prevention within the South African-German Development Cooperation" (hereafter: the knowledge management project). The learning exchange centred on four programmes implemented by the German Development Cooperation, on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ), with South African partners:

Financial Cooperation through the German Development Bank (KfW)

- Safety Promotion through Urban Upgrading (SPUU Mamelodi East) in the City of Tshwane,
- Violence Prevention through Urban Upgrading (VPUU) in the Western Cape Province,
- Safety and Peace through Urban Upgrading (SPUU Helenvale) in Nelson Mandela Bay Municipality (NMBM), and

Technical Cooperation

- Inclusive Violence and Crime Prevention Programme implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ).

Between April and November 2019, violence prevention stakeholders from all spheres of government and selected civil society organisations in the South African-German development cooperation participated in this knowledge management project. Participants from various sectors debated and reviewed practical solutions, with the objective of providing evidence to be used in increasing community safety and preventing and reducing violence and crime in South Africa.

WHO THIS GUIDE IS FOR

This **Guide** speaks mainly to stakeholders from various sectors who are working together on area-based interventions. We refer to such stakeholder groups as "integrated teams." The **guide** is also meant for other politicians, government officials and practitioners interested in violence and crime prevention. The lessons in each of the booklets are mainly informed by the experiences of municipal officials and other implementers; but their intended audience stretches to role-players involved in violence prevention from other spheres of government and civil society. Government officials, policy-makers and elected leaders at municipal, provincial and national levels may be especially interested in these findings.



Participants exchanged lessons learned during workshops in 2019

HOW TO USE THIS GUIDE

The **Overview** of the **Guide** should be read before all of the other booklets. Once the reader has gained an understanding of the methodology and of key concepts from the **Overview**, the booklets can be read in any order. The booklets were specifically developed so that their order could be shuffled according to the needs of the reader and to avoid creating an artificial hierarchy or chronology of "first to last" chapters.

Together, the six other booklets detail an interwoven set of strategies that are crucial to effective, integrated, area-based violence prevention. To understand how each of these strategies is linked with the others, and to most effectively act upon the lessons they hold, all of the booklets ought to be read.

The **Case Study Booklet** can be referred to at any time for more information about the interventions explored in this knowledge management process.



The six booklets within the Guide

METHODOLOGY

The experiences and lessons described in these booklets were captured during

- Case study interviews for 14 case studies from the City of Cape Town, City of Tshwane, NMBM, City of Johannesburg, King Sabata Dalindyebo Municipality, Theewaterskloof Municipality and Gauteng Province;
- Two exchanges between practitioners and municipal officials from the City of Cape Town, NMBM and the City of Tshwane; and
- Two larger workshops between municipal, provincial and national officials, practitioners and other civil society actors from across South Africa.

The insights for these booklets were verified in a peer review session and through correspondence with each partner involved in the interventions. Data collection and analysis were framed by the themes of the **2016 White Paper on Safety and Security** (2016 WPSS), the mandate of the **Integrated Urban Development Framework**, and the social-ecological model¹.

The infographic on the right shows how the methodology of this knowledge management project relates to the policy framework [the "soil" at the bottom of the page], the interventions [the roots of the tree], and the resulting lessons learned [leaves]. The metaphor of a tree comes to mind, as the various interventions are "rooted in the soil" of the six themes of the **2016 WPSS**. The "roots" of the tree are explored in case studies of interventions featured in the Case Study Booklet. From these roots, a participatory knowledge management process grew. This process of sharing knowledge through exchanges, workshops and interviews, as illustrated by the trunk of the tree, branches off into six leaves, which are the six booklets that make up the **Guide**.

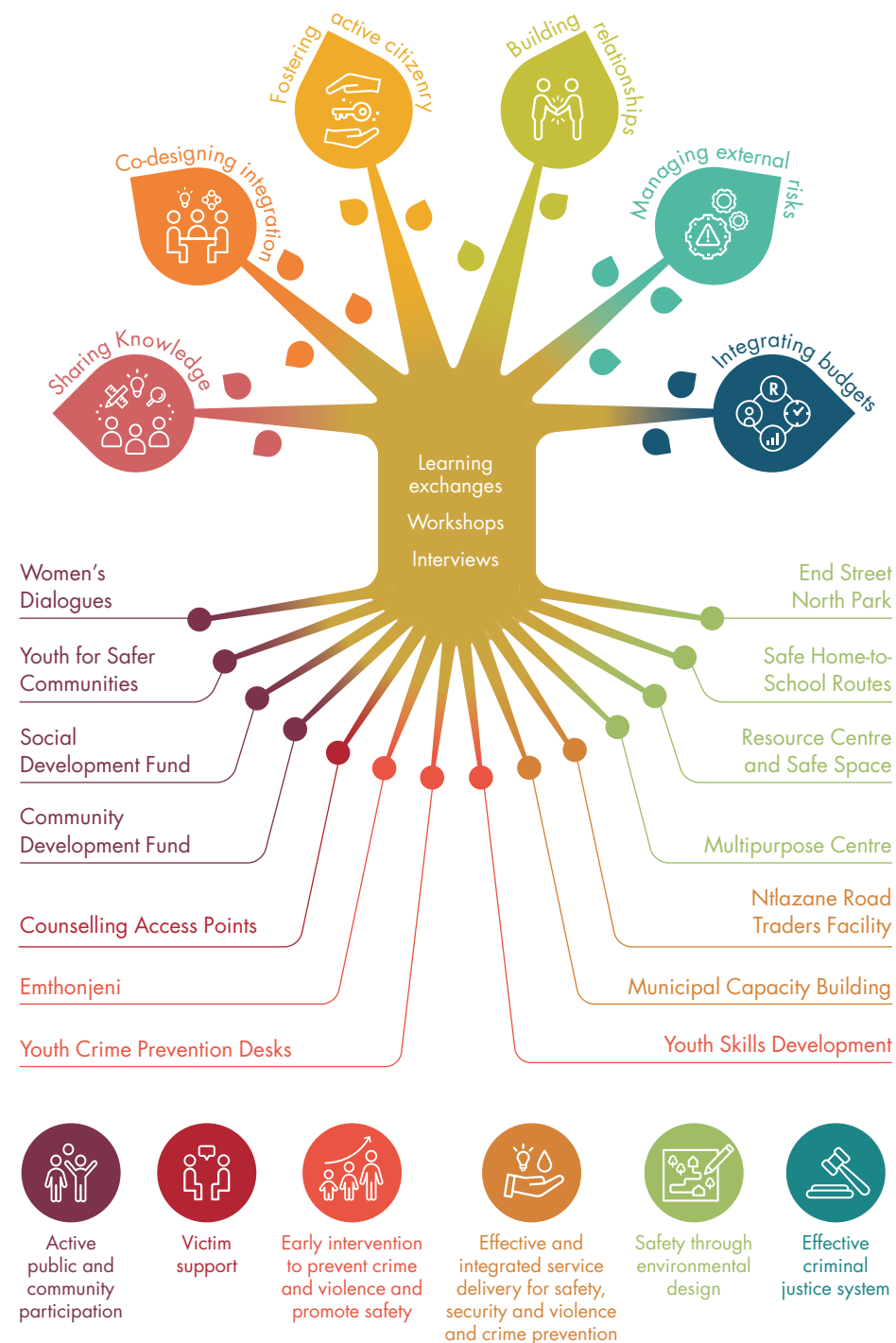
The tree stresses the importance of a "Whole-of-Government" and "Whole-of-Society" approach and of everyone playing a role in violence prevention, as is reflected in the emerging knowledge products. The most pertinent knowledge gathered stretches into six "branches" (or strategies) - from there, the "leaves" unfurl as the six booklets of the **Guide to Designing Integrated Violence Prevention Interventions**.

The six booklets in the **Guide** are:

- Sharing Knowledge,
- Fostering Active Citizenry,
- Co-designing Integration,
- Building Relationships,
- Managing External Risks, and
- Integrating Budgets.

These booklets share the stories of practitioners and government officials, unfolding the lessons they have learned through implementing violence prevention interventions. Hence, the evidence collected in this project is based on experiential knowledge. These stories and lessons learnt aim to capture wisdom and qualitative data which are valuable to future violence prevention interventions. Their reflections are intended to complement more quantitative forms of monitoring and evaluation.

This **Guide** is process-oriented; but it is not a recipe for guaranteed success. It offers considerations for those designing interventions within South Africa's violence prevention landscape.



DEFINING VIOLENCE

Violence, especially interpersonal violence, is one of the leading causes of death in South Africa and disproportionately affects young people, both as victims and perpetrators. Perpetration and victimisation is also starkly gendered among men and women, respectively. People living in South Africa feel increasingly unsafe, partially because the murder rate has followed an increasing trend since 2011². Crime is distributed unevenly, with poorer areas typically experiencing more violent crimes. This social inequality between rich and poor is deeply rooted in apartheid's race-based socio-spatial injustice, which is a major contributor to violence and crime, along with other risk factors, such as:

- Areas of high unemployment, poverty and deprivation;
- Unsafe, disconnected and poorly designed environments;
- Substance abuse;
- Low social capital; or
- Poor rule of law and high corruption.

There are three categories of violence based on the identities of perpetrators and victims³:

Self-directed violence refers to violent acts a person inflicts upon him- or herself, and includes self-abuse (such as self-mutilation) and suicidal behaviour (including suicidal thoughts and acts).

Interpersonal violence refers to violence inflicted by another individual or by a small group of individuals. This includes both family and intimate partner violence and community violence.

Collective violence is the instrumental use of violence by people who identify themselves as members of one group against another group or set of individuals, in order to achieve political, economic or social objectives. This can manifest in genocide, repression, etc.

DEFINING GENDER-BASED VIOLENCE

While gender-based violence (GBV), or victimisation based on a person's gender, is prevalent worldwide, sexual gender-based violence (SGBV) and intimate partner violence by men against women and girls are particularly high and under-reported in South Africa. LGBTQ+, working-class and disabled women and girls experience even greater risks of SGBV: lesbian women living in townships have been especially targeted by male perpetrators of "corrective rape" – despite the progressive South African constitution establishing equality, regardless of gender or sexual orientation. Research has also found that foreign nationality and job precarity can put women at greater risk of experiencing physical and/or sexual abuse by their employers.

Despite high rates of victimisation, typically only knowledge of high-profile cases against women and girls ever reaches the public. Most cases of GBV are never reported and never reach the public. GBV is so widespread, yet so hidden, because it is embedded in patriarchal cultures, traditions and institutions. Like other forms of violence, it cannot only be prevented through effective policing and security measures. Preventing GBV in South Africa requires dismantling local, legal and socio-cultural norms which make it feel inevitable and which give men (and others who are systematically privileged by racism, heterosexual and cisgender norms, and the economy) power to commit such crimes.

PREVENTING VIOLENCE

Violence prevention work addresses the risk factors contributing to violence, towards a society where securitised approaches, such as more policing, are less heavily relied upon. Clamping down on violence and crime affects only their symptoms; focusing on security alone fails to address the causes of violence. A change of emphasis from security to safety is needed. Security is protection against a known or perceived threat, while safety is living without that threat or fear. Violence prevention seeks to increase the presence of protective factors – such as a caring family, a safe and nurturing school environment, a sense of belonging and access to adequate social services – which promote resilience to risk factors.

The four programmes that participated in the knowledge management project work on the following three types of violence prevention to increase protective factors:



SITUATIONAL VIOLENCE PREVENTION

Altering the environment using principles of crime prevention through environmental design (CPTED)



SOCIAL VIOLENCE PREVENTION

Early interventions, including early childhood development, opportunities for youth and building the social capital of communities



INSTITUTIONAL VIOLENCE PREVENTION

Embedding violence prevention in governance and urban management and building the capacities of community structures

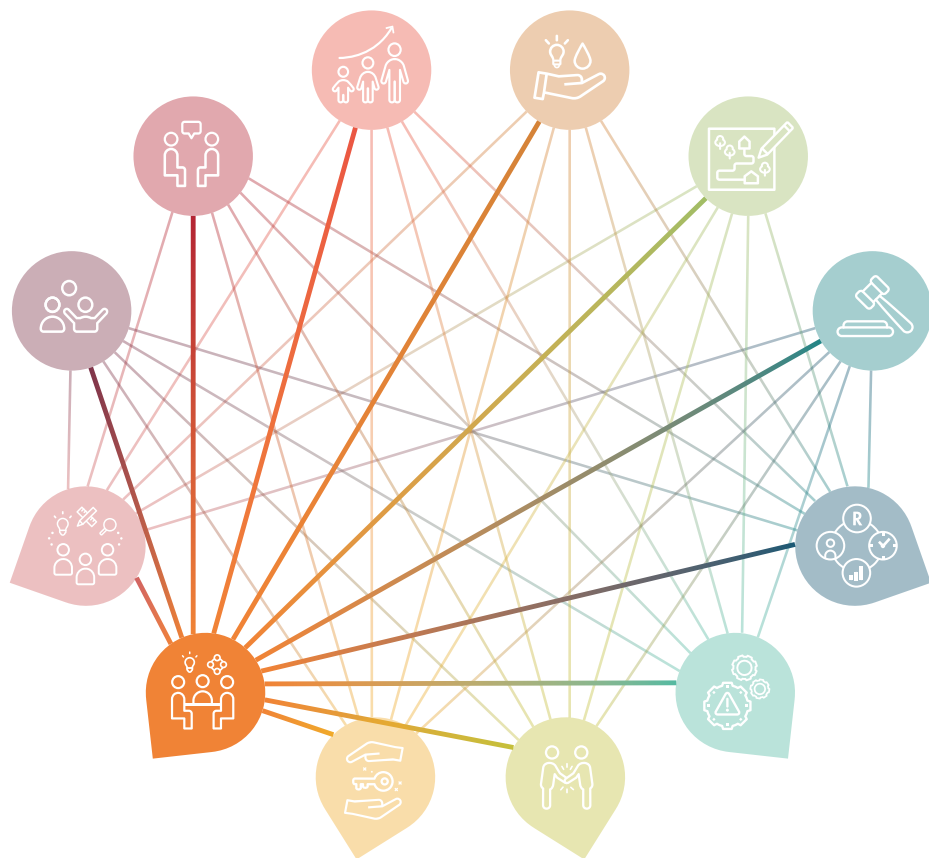
DEFINING AREA-BASED APPROACHES

Efforts to prevent violence are by nature complex. An **area-based approach (ABA)** takes on a specific geographic area within which to achieve this complexity, by merging social, spatial and institutional approaches over a foundation of robust community participation and effective knowledge management. In ABA, all departments and spheres of government and all sectors may come together to focus on lived realities and place-making in a defined spatial context.

ABA is particularly appropriate to areas with a high concentration of needs. It is most effective when embedded in local plans and policies, such as Integrated Development Plans (IDPs). Research has shown that area-based initiatives are more sustainable when anchored in strong local networks. Therefore, a key part of violence prevention in ABA involves promoting social capital. Hence, embracing ABA, implementation should start with the collaborative development of context-specific plans, through meaningful engagement with residents, businesses and public sector actors.

ABA is increasingly being embraced as part of a "Whole-of-Government" and "Whole-of-Society" approach to creating safer and more sustainable communities throughout South Africa. Additionally, the District Development Model (DDM), commonly known as "Khawuleza", launched by the Presidency in 2019 emphasises the integration of service delivery as part of ABA, at district level. This relates directly to the various strategies for preventing crime and violence listed above. This approach at the district level should percolate down to the smaller scale, where most of the case studies within this knowledge management project are situated.

1 INTRODUCTION TO CO-DESIGNING INTEGRATION



Throughout the knowledge exchange, participants in the South African-German Development Cooperation highlighted the pivotal role of integration at many levels – in policy, planning, budgeting, stakeholder engagement, development and reporting – for implementing violence prevention interventions and programmes. In order to achieve safety, addressing indirect violence is critical and requires an integrated area-based approach. In this light, collective design [co-design] emerges as an essential practice in fostering integration. This booklet puts a moratorium on the silo approach, advocating for integration, through inclusive co-design, where all relevant actors are actively involved.

In essence, co-designing integration is pivotal to implementing violence prevention interventions, and this involves all relevant actors committed to a shared vision and working in a synergistic manner. In an area-based approach, this can maximise the resources and capacities offered by every violence prevention actor involved in a community. Violence is enabled by risk factors playing out at various levels⁴ and it is exacerbated by crime-conducive socio-spatial conditions at various scales. In order to develop an effective violence prevention programme, participants in the knowledge exchange have found that infra-structural and programmatic interventions need to be integrated, simultaneously addressing safety at all of social-ecological levels. Hence, collaboration between all stakeholders, including community leaders, residents, different spheres of government, service providers and local NGOs, is essential. Through a participatory process, an integrated team must be established, where all relevant actors are equal partners in development.

According to the knowledge exchange participants, co-design is the collective practice of assembling interventions by an integrated team. The co-design process begins with defining a shared vision based on common values. Co-design breaks down hierarchies of creative control and helps everyone on the team to gain a greater understanding of an area in different ways. In this collective process, local knowledge embedded in communities directly shapes the proposed, context-specific, integrated interventions.

Co-design emerged as a key practice throughout the exchanges and workshops. Such a practice fosters effective integration of programmes, co-ownership and collaboration between communities and different spheres of government. As explained in this booklet, participants in the knowledge management project found that co-design is most effective when collaborators align their visions, objectives, timelines, budgets and indicators under one shared vision for the intervention.

In short, the practice of co-design sets forth the following:

- Listening to the community,
- Fostering collaboration between community and spheres of government,
- Synchronising the efforts of all stakeholders in addressing local needs⁵,
- Breaking the silo mentality,
- Transferring skills within the community of stakeholders, and
- Maximising the impact of area-based interventions.

The challenge of breaking the habit of working in silos is the impetus for this booklet, and participants in the South African-German Development Cooperation saw institutional integration through co-design as a key response to it. Those who sought to maximise impact by integrating their work in specific geographic areas have already eased stakeholders into that shift, through the practice of co-design. While it is not a panacea for every challenge in integrated interventions, co-design is an opportunity to begin an integrated intervention on the right foot, by sharing a collective vision, objectives, approaches, timelines and means of accountability.

Co-design can be used in projects at many different scales. It can be adopted in policy-making at all levels of government, innovative private initiatives, creative design and more. This booklet focuses on co-design as a means of fostering effective integration at various scales, within an area-based approach. Key topics discussed include:

- Mainstreaming safety through intergovernmental relations;
- Setting a strong foundation for integrated co-design processes;
- Prioritising interventions as an integrated team with many perspectives;
- Monitoring interventions as an integrated team; and
- Shifting the culture of violence prevention work towards greater collaboration across sectors and disciplines.

2 MAINSTREAMING SAFETY

Addressing safety is everyone's business. Violence prevention stakeholders in the development cooperation between South Africa and Germany recognised safety as a cross-cutting theme, which concerns actors from all sectors and arenas. However, they highlighted that this awareness does not always exist: although national government policies recognise safety as a cross-cutting issue, often local government does not recognise the importance of its roles and responsibilities in violence and crime prevention. The group therefore brainstormed how to overcome this deficit. In this light, the first step in co-designing violence prevention interventions is to ensure everyone is aware that they have a role to play in safety promotion and violence prevention.

How do we sensitise municipalities to prioritise safety as one of communities' critical basic needs?

Participants agreed that some municipal stakeholders see safety as a cross-cutting issue for all line departments, but perceptions beyond that varied. Without institutional capacity to support mainstreaming safety at the local level, it can be challenging to lead discussions and decision-making processes. Participants pointed to six factors that can increase internal municipal awareness of safety as "everyone's business."

1. Internal awareness-raising,
2. Identifying safety in local government mandates
3. Departments adding safety as key performance indicator (KPI) in Annual Performance Plans,
4. Professionalisation,
5. Integrating budgets, and
6. Improved coordination.

Two of these factors are discussed in sections 1.1 and 1.2

2.1 INTERNAL AWARENESS-RAISING

Policies and planning frameworks at all levels, such as the **White Paper on Safety and Security**, the **Integrated Urban Development Framework**, provincial Spatial Development Frameworks [PSDFs] and safety plans, local Integrated Development Plans (IDPs), Municipal Spatial Development Frameworks [MSDFs], Built Environment Performance Plans (BEPPs), and local safety strategies exist to guide integrated service delivery. This includes the delivery of safety services. By fostering dialogue about these frameworks and engaging personnel in activities that encourage safety stakeholders to apply the concept of integration to their own work, municipalities can further capacitate themselves to take the first step in co-designing integration. Constructive debate about ideas for integration and co-design will foster a safe space for key role-players to develop the skills they need for co-design.

2.2 INITIATIVE ON THE PART OF DEPARTMENTS

Participants highlighted the need for departments to identify safety in their broader mandates. Officials should seek out places where safety fits into their mandate. It always has a role to play, no matter their field or department. For example, victim support interventions require support from SAPS, the Department of Social Development (DSD), the National Prosecuting Authority (NPA) and service providers.

When in doubt, ask!

Participants emphasised that departments should make a habit of asking their colleagues from other line departments, “How can we be involved in this process? How can we help?” It all starts with open communication.

CITY OF CAPE TOWN

In Cape Town, the Mayoral Urban Renewal Programme sets up Area Coordinating Teams (ACTs) to ensure integration between line departments on area-based interventions. MURP capacitates the represented departments to think transversally. An ACT is a technical team made up of 15 to 20 representatives from municipal and provincial line departments and other role players. The team meets to coordinate the integrated development and/or management of the public spaces and infrastructure in a neighbourhood. This helps to avoid “siloes” work.

In Harare, Khayelitsha, the Ntlanzane Traders Facility was developed under the coordination of an ACT that included many different line departments. Driven by the local traders’ association, the team found that the ACT’s success was dependent upon the involvement of all line departments in the area. In another case, where MURP is working in Gugulethu and Nyanga (often called “Gunya”) in Cape Town, the involvement of local community stakeholders in technical ACT meetings has resulted in greater transparency.



Ntlanzane Trader's Facility in Harare

2.3 A 'WHOLE-OF-SOCIETY APPROACH'

It is one thing to acknowledge that “everyone has a role to play” in safety; but what does this mean in practice?

In order to truly mainstream safety, an approach that engages all stakeholders right from inception is crucial. Representation from all sectors should be built into the institutional design of a project. In particular, keeping in mind that local community voices are often lost in the process, champions of integrated interventions must be jointly mandated and funded to ensure that the municipality and community partner in development and “walk the talk” together. Before convening everyone for an inception meeting, conduct a stakeholder analysis to identify who needs to be in the core stakeholder group. Differentiate between key, primary and secondary stakeholders influencing success. Emphasise from the first meeting that decision-making must involve all members from the beginning until the end.



STAKEHOLDER MAPPING

A stakeholder analysis can help you figure out who-is-who.

It is important to engage beyond only government departments with technical expertise. Violence prevention partners in the South African-German development cooperation found that the multitude of skills brought to the table from many different stakeholders can compensate where others are lacking. Local knowledge and sense of ownership are pivotal to the development of any project, from initial shared vision to lasting sustainability. Inclusive participation with a continuous dialogue between public sector and communities can foster a sense of pride and ownership of spatial interventions, thereby improving the perception of safety.

Additionally, experiences from NGOs often contrast greatly with those in government; they bring a different perspective of development, energy for advocacy and often specialised technical expertise. NGO actors may also have stronger connections with communities.

Lastly, when the private sector steps forward, it brings greater freedom to innovate and think creatively, and potentially more efficient tools, timelines and processes. The private sector may also present greater financial or material resources for interventions. This may prompt many members of integrated teams to ask: “How can we overcome challenges with so many people involved?”

Set standards and expectations by defining the relationships between partners upfront!

Memoranda of understanding (MOUs), Service Level Agreements (SLAs), and alignment of Protocol Agreements are useful legal tools in this process, but they are merely vehicles for trust and accountability.⁶

In 2019, violence prevention stakeholders in the South African-German development cooperation took part in a simulation that provided keen insights for multi-stakeholder, integrated, area-based co-design processes. The activity revealed how stakeholders interact with one another – or perceive their interactions – in real life. For example, each player’s perceptions of how well they were included increased after (a) the group became aware that inclusion was key to success and (b) the group had a chance to reflect upon how included they felt. Taking a step back to evaluate our interactions (through a lens of effective implementation for impact), and to consider why some actors are excluded, provides an opportunity to adapt to make integration work.

DOORNFONTEIN, CITY OF JOHANNESBURG

Champions from the Johannesburg City Parks and Zoo (JCPZ), Johannesburg Development Agency (JDA) and Johannesburg City Safety Programme (JCSP) were dedicated to realising the End Street North Park project's shared vision of inclusive, safe and accessible urban, public spaces through positive working relationships. Each stakeholder's role aligned with the others in co-design, co-implementation and co-management.

Team Member	Responsibilities
JCPZ	Project leader/ coordinating body
JCSP	Safety audits, mapping, aligning pilot project with JCSP
JDA	Secure budget, manage physical development of park, coordinating municipal stakeholders
GIZ-VCP	Technical support
Sticky Situations	Public participation and stakeholder mapping & engagement
UN Habitat	Technical support and funding
City of Johannesburg Department of Development Planning	Input on guidelines for spatial design
Tshimologong Digital Innovation Precinct (TechnoHub)	Service provider

3 FOUNDATIONS OF INTEGRATED CO-DESIGN

Developing integrated violence prevention interventions begins with project planning; ensuring all relevant actors are involved; institutionalising how the integrated team synergistically operates as a one decision-making body; and clarifying everyone's roles and responsibilities. Effective violence prevention interventions should address safety at various levels and scales, through programmatic interventions and infrastructural projects that complement one another. Hence, collaboration is essential in integrating community and public sectors and other relevant actors' development efforts.

In this light, participants have found that it is better to cluster social facilities and pair them with well-designed, public open spaces, to promote safety and to foster community delivery of services.

In order to achieve integration, reaching a common understanding of the project and co-designing a shared vision is critical. These aspects are further described below.

3.1 PLANNING THE WAY FORWARD

Once all relevant actors have been identified, the project roll-out must be planned in advance, through an integrated timeline, preferably in a Gantt chart format, reflecting the various tasks and relevant actors directly involved.

It is important to note that project planning and clarification of roles and responsibilities will most likely go through several iterations throughout the process. All planning and budgeting cycles must be taken into account up-front, in order to align and synchronise all team members' activities. Once again, align the planning at all levels, starting with the planning cycles of the highest levels of government first.

If you are a decision-making official, actively participate in planning!

If you are a coordinating champion, keep relevant actors in the room during planning!

As you begin planning, consider potential restrictions or barriers to successful planning or implementation. Be open to negotiation.

Be prepared to develop an implementation protocol, in accordance with the Intergovernmental Relations Act of 2005. Section 35(2)(c) of the Act recommends institutionalising an implementation protocol for coordinated, area-based service delivery that:

- Identifies challenges and solutions;
- Clarifies roles and responsibilities;
- Outlines priorities, aims and desired outcomes;
- Determines means of measurement and monitoring;
- Allocates resources;
- Clarifies how disputes may be settled; and
- Sets a timeline.

INSTITUTIONALISING INTEGRATION

In order to achieve integration, the formation of an integrated team from various sectors is required. Co-design cannot be enabled without significant background coordination. Moreover, we cannot assume that integration is taking place simply because collaborative platforms exist and meetings are happening. Each intervention requires the following coordinating mechanisms to move forward:



CHAIRPERSON

Nominated by the city manager



COORDINATING CHAMPION

With administrative capacity



PROJECT CHAMPION

With implementation capacity



GUIDING COALITION

With decision-makers



COMMITTEES

With technical expertise

The decision-makers are key: if line departments send junior representatives to report back on meetings, the team will struggle to move forward. Someone from each line department who can define commitments and give approval should be at every meeting, especially in the initial design stages.

Lastly, plan for projects to re-inforce one another. The National Treasury Neighbourhood Development Partnership Programme has recognised that strategic infrastructure projects must be activated through planning and engagement with residents, such as through social crime prevention activities.

CLARIFYING ROLES AND RESPONSIBILITIES

Co-design starts with strong project managers who keep everything together. From there, role clarification is crucial. The role of each individual and/or department, the institutional arrangements to be made, and the responsibilities of each role player should be explicitly defined up-front. Participants in the knowledge management project recommended managing expectations through “clarification workshops” or a “clarification session” during planning, in order to make it as smooth as possible to step into those roles. After everyone states their mandated or intended role, it can be helpful to check within the group if there are misunderstandings, overlaps or missing roles that need to be covered by someone.

When in doubt, refer to the Intergovernmental Relations Act of 2005. Avoid duplication of roles and responsibilities in accordance with Section 5(d).

3.2 ESTABLISHING A SHARED VISION

An effective co-design process begins with the team reaching a shared understanding around their definitions of key words, the geographic area, their vision, and their objectives. Therefore, what follows are steps to launch the co-design phase.

ADOPTING A SHARED LANGUAGE

Each department or organisation should define what integration, co-design and relevant aspects of the area’s context (i.e., gender-based violence, safety, informality, or community) mean to them. Communicating comfortably is essential to an inclusive process: participants in the knowledge management project shared that, often, local residents feel like designers are speaking in code; and vice versa. A shared ‘language’, so to speak, will ensure all team members feel included and are able to actively participate in the planning process. prevent team members from feeling like others from different sectors are speaking in ‘code.’ Definitions may be contested within the team; this is inevitable. Competing definitions should be unpacked to manage expectations.

UNPACKING THE CONTEXT

Getting to know the area and its broader context is essential to plan any integrated, area-based violence prevention intervention. The table on the next page suggests questions to ask and tools to be used in conducting a situational analysis.

Suggested Situational Analysis Questions

Tools

What can the local residents tell us about their community?	Baseline study using surveys, focus groups, interviews, mapping everyday life experience, etc.
What policies are at play?	Desktop study of relevant government documentation
Who is involved in the area? Who should be involved?	Stakeholder mapping
What is the history of the place, such as the spatial and economic legacies of apartheid?	Desktop study, including literature review and mapping
Who are the key informants and what are their perceptions and understanding of the area?	Desktop study, including mapping of key informants at various scales and qualitative interviews
What do the crime stats say and what do they leave out?	Analysis of SAPS crime statistics, baseline study, gathering feedback from CPFs and NHWs, and crime mapping

ENVISIONING A SHARED FUTURE

Throughout the knowledge management project, participants highlighted lack of shared vision as one of the biggest impediments to integration. Without a clear common vision, follow-on aspects of area-based approaches - such as objectives, roles and responsibilities - will also lack clarity. Hence, the real collective design begins with co-creating a shared vision.

Through visioning exercises, everyone can get on the same page about what they want to achieve, address or change. A collective vision enables stability and informs a coherent way forward. Focusing on each stakeholder’s mandates and on local priorities should provide guidance on this exercise.

The vision must be tailored to suit the local community needs, rather than a copy-and-paste response. Meaningful participation by local residents in the development of the vision is critical to ensuring ownership and context-appropriateness.

With a shared vision, the team can reach consensus on their objectives, tailor their interventions to form a shared strategy and prepare their own performance plans in alignment. Objectives should be aligned at all levels, from provincial to local level strategic objectives. According to the Intergovernmental Relations Act of 2005 in Sections 18(a)(viii) and 26(g), provincial government actors and district intergovernmental forums should take the lead in aligning strategies, objectives, priorities and performance plans with local government.

4 PRIORITISING PROJECTS

Given the typical limits of time and resources, it is always necessary to prioritise projects. The practice of co-design and co-design sessions offers relevant stakeholders the space to negotiate the identification of priority projects which best respond to the pressing local needs. In order to achieve a meaningful priority project list, local community members must be empowered to engage and deliberate with the rest of the integrated team. Consider prioritising based on the following criteria:

- Emerging needs and suggestions and wants expressed by the community,
- Evidence of other, similar projects or areas of cost-effective and impactful interventions,
- Findings of the situational analysis (including historical structural violence),
- Auditing existing community assets,
- Commitment to local human capital investment,
- Current power dynamics and other stakeholder dynamics,
- Feasibility within a given timeframe,
- Feasibility within a given budget,
- Financial sustainability,
- Community empowerment for sustainability,
- Gaps in existing programming, and
- Based on community's human capital investment (what the community also invests in the programme).

These decisions cannot be made hastily, and consideration of all of the above factors will take more than one meeting. Ensure that the resulting list of priorities is endorsed by the whole team.

PRIORITISING PROJECTS IN A SIMULATION

In 2019, violence prevention stakeholders within the South African-German development cooperation simulated the co-design process behind an integrated, area-based violence prevention plan in a fictional settlement. Similar to real-life experience, they found the prioritisation of projects to be one of the most challenging aspects of the simulated co-design process, due to limited resources and varying agendas. Some teams ended up focusing on the budget more than anything else. Others found it easier to satisfy political agendas with built environment projects, such as community facilities, rather than social crime prevention projects such as dialogues about social norms around violence.

These teams, who had only two hours to develop a proposal for the settlement learned that area-based approaches should provide far more time dedicated to weaving together projects in a cohesive, holistic design for violence prevention in a real area.



Simulation during Knowledge Management Workshop

5 CO-DESIGNING INTEGRATED ACCOUNTABILITY

Integrating the accountability of team members in violence prevention requires three steps in the co-design process:

1. Establishing how success will be measured in an integrated manner;
2. Aligning transparency mechanisms with departmental performance commitments; and
3. Using policy to motivate for alignment.

Example Aim: To reduce gender-based violence

Potential Implementing Stakeholders	Baselines	Benchmarks	Indicators	Targets
SAPS	Reported station-level gender-based crime rate of 6 per 10 000 people	International, national, provincial or municipal rates for reported GBV crimes	Number of reported station-level GBV crimes per 10 000 people	Same as national rate
Department of Social Development, NGOs as service providers	Average of 2 GBV-related cases per local social worker per month	International, national, provincial or municipal rates for GBV caseloads	Average number of GBV-related cases per local social worker per month	Same as provincial rate
Department of Education, Department of Community Safety, Schools, NGOs as service providers	20 local participants in an anti-GBV campaign	Number of participants in other social crime prevention activities Number of participants in similar anti-GBV campaigns in the same municipality or province or across the country	Number of local participants in anti-GBV campaign	Average number of participants in other activities and similar campaigns

5.1 MEASURING SUCCESS

Measuring success in an integrated manner requires aligned indicators that are strongly focused on outcomes. The table below shows an example of measurements across stakeholders.

While the projects that each stakeholder could be responsible for have varied baselines, benchmarks, targets and indicators, each indicator alone cannot give a full picture of gender-based violence in the area.

Coordination champions should be responsible for regularly collating each of these indicators into integrated reports that can be circulated and intentionally reflected upon in meetings with the whole team, including key decision-makers.

The last step, reflecting on integrated reports, is the most important part of the monitoring, evaluation and learning (MEL) process. To make it most effective, the team should identify interdependent tasks, goals, objectives or skills and analyse the MEL findings according to those overlaps. It is anticipated that the District Development Model (DDM) will improve the alignment of KPIs and Annual Performance Plans (APPs) to integration within interventions.

5.2 STAYING COMMITTED AND TRANSPARENT

Reporting against commitments is a mechanism for transparency within integrated interventions. However, integrating transparency responsibilities can be a challenge in a team where multiple departmental mandates are at play. For example, different targets within Annual Performance Plans (APPs), different IDP commitments, and different interpretations of administrative and political mandates, may impede reporting and other transparency-related activities. This is part of the reason why keeping decision-making officials in team meetings is so important: amidst these contrasting mandates, participants in the knowledge management project worried that, often, officials attending joint meetings do not have authority to change APP's or targets that are set within their departments.

To combat this, participants suggested a new APP model designed to set targets and hold officials accountable for explicitly integrated work within more than one level of government or sector.

5.3 POLICY INTEGRATION

One effective way to motivate for alignment of integrated APPs is to use existing frameworks and tools for integrated or transversal work. The following policies already support such a paradigm shift:

- **Integrated Urban Development Framework**
- **White Paper on Safety and Security**
- **Local and District Municipality Integrated Development Plans**
- **Local and District Municipality Spatial Development Frameworks**
- **Intergovernmental Relations Act of 2005**
- **Provincial Safety Plans**

Policies that have been collectively developed by relevant stakeholders could most effectively support a new model of integrated APPs.

6 SHIFTING TOWARDS COLLABORATION & INTEGRATION

Co-design is an opportunity to strengthen integration within public sector organisational cultures. Advocates of co-design can emphasise how this inclusive practice has promoted integration, efficiency and effectiveness in area-based approaches. For example, the co-design practice helped to avoid duplication within the Mayoral Urban Regeneration Programme (MURP) in the City of Cape Town and the Mandela Bay Development Agency (MBDA) in Nelson Mandela Bay Municipality. Within the South African-German development cooperation, co-design is a necessary practice to inclusively develop integrated and context-appropriate plans in areas with high concentrations of needs.

These findings can be most effectively shared and become more meaningful when integrated teams working in area-based violence prevention have the opportunity to apply the concepts themselves, whether through real-life experience paired with reflection, in a simulation activity, or to a case study. It's about unlearning the silo mentality.

6.1 STAY PATIENT

Collaboration, especially in intensive co-design processes, is not easy. Integrated teams may experience non-cooperation, competition between implementing agents and between departments, competing agendas (even within the local community) and disruptive power dynamics. Partnerships that can stand the test of time and a willingness to compromise are key to weathering the challenges of co-design.

Even with the strongest of partnerships, co-design processes take time. Negotiations, changing opinions and priorities may try the patience of integrated teams. It may take decades to de-institutionalise the domination of the silo mentality within the municipality. Violence prevention is a long-term journey, even if the system does not always work on that timeline. Stay patient and the co-design process will pay off in the long term, ensuring greater and more sustainable impact.

To avoid disappointment and maximise the potential to succeed:

- 🔑 Find integration champions in government (the higher their rank, the better),
- 🔑 Allow sufficient time to process planning,
- 🔑 Find ways to include integrated plans in performance measures,
- 🔑 Seek guidance as soon as you know you need it,
- 🔑 Be prepared to be in it for the long haul, and
- 🔑 Remember that quick fixes are not the answer.

THEEWATERSKLOOF MUNICIPALITY

VPUU NPC works at the neighbourhood or precinct level to, first, set up or engage an existing local communication and leadership group and then work together to crowd in a range of resources. In Villiersdorp, the following stakeholders co-designed a strategic, area-based approach to safety:

- Local residents in the Safe Node Area Committee (SNAC),
- Theewaterskloof Municipality,
- Western Cape Departments of Environmental Affairs and Development Planning (WC DEA&DP), Social Development (WC DSD), and Agriculture (WC DoA)
- Villiersdorp Area Coordinating Team (ACT),
- Local NGOs, and
- Consulting architects and designers.

Multiple-stakeholder involvement and participation allowed for an inclusive yet highly-complicated process from site location choice to design development to implementation on the ground.

Well-located and appropriately-zoned public/municipal land parcels were identified for the implementation of several facilities, or Active Boxes, linked by a series of well-lit walkways. Alternative building technologies were chosen to construct a training room with community capacitation and delivery. A Resource Centre was designed for a Western Cape Department of Social Development (WC DSD) Youth Café, through workshops and co-design sessions that demanded commitment, time, dedication and immense patience from all sides. The resulting chain of Active Boxes in Villiersdorp was co-designed to increase perceptions of safety and increase overall service provision across the entire neighbourhood.



Active Box in Villiersdorp

LINKS TO OTHER STRATEGIES

The practice of co-design, especially the development of a shared vision, is foundational to the effective integration and meaningful local ownership of violence prevention interventions. The table below illustrates how co-designing integration is interwoven with the other layers of integrated violence prevention explored in this series especially building relationships.



BUILDING RELATIONSHIPS

Co-design fosters relationship-building and is a means of transferring understanding and skills in many directions within an integrated team. Co-design practices rely on deep dedication to collaboration.



FOSTERING ACTIVE CITIZENRY

Through co-design, meaningful participation by local residents in the development of the vision will help to ensure community ownership and context-appropriateness.



SHARING KNOWLEDGE

Identify interdependent tasks, goals, objectives or skills and monitor according to those overlaps. Regularly collate the monitoring data into one integrated report.

Regularly meet to reflect upon integrated reports as a full, integrated team (including key decision-makers).



MANAGING EXTERNAL RISKS

Context-specific and integrated interventions, co-designed with the full integrated team, are more resilient to changes in political direction.



INTEGRATING BUDGETS

Through co-design, all budgets from the various team members can be aligned according to the shared vision.

FROM LEARNING TO PRACTICE

After reading this booklet, what three things should you change about how you co-design integration in your own work?

1. _____

2. _____

3. _____

Which of these three things is most feasible to do in the next 100 days? How will you do it?

ENDNOTES

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- 1 See **Case Study Booklet**.

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- 2 Maluleke, Risenga (2018) Victims of Crime Survey 2017/18. Stats SA. [Accessed on 13 March 2019 at <http://www.statssa.gov.za/publications/P0341/presentation.pdf> .
- 3 SaferSpaces (2020) What is violence? <https://www.saferspaces.org.za/understand/entry/what-is-violence> .

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- 4 See more about the social-ecological model on page 10 in the **Case Study Booklet**.

Page 20

- 5 See **Building Relationships**.

Page 23

- 6 For more on cultivating good partnerships, see **Building Relationships**.

USEFUL RESOURCES

Building Safer Communities through Systemic Approaches to Violence Prevention: A Toolkit for Participatory Safety Planning by Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH. <https://www.saferspaces.org.za/learn-how/entry/building-safer-communities-toolkit>

Civilian Secretariat for Police Service (CSPS) (2016) *2016 White Paper on Safety and Security*. Republic of South Africa.

Civilian Secretariat for Police Service (CSPS) (2018) *Implementation Framework for the 2016 White Paper on Safety and Security: A Strategy for Building Safer Communities*. Consultation Draft. Republic of South Africa.

Department of Cooperative Governance and Traditional Affairs (2016) *Integrated Urban Development Framework*. Republic of South Africa.

INSPIRE Handbook: action for implementing the seven strategies. Geneva: World Health Organization; 2018. Licence: CC BY-NC-SA 3.0 IGO.

Intergovernmental Relations Framework Act, 2005. Republic of South Africa.

Silbernagl, Tina and Kuehl, Philipp (2012) "Systemic approaches and collaborative action for realizing community safety experiences from South Africa" in *International Perspectives of Crime Prevention 5 Contributions from the 6th Annual International Forum 2012 within the German Congress on Crime Prevention*. Eds. Marc Coester and Erich Marks. Verlag Godesberg GmbH. 61-74. <https://www.saferspaces.org.za/resources/entry/systemic-approaches-and-collaborative-action-for-realizing-community-safety>

VPUU NPC (2014) *Violence Prevention through Urban Upgrading: A manual for safety as a public good*. http://vpuu.org.za/wp-content/uploads/2017/05/VPUU_a-manual-for-safety-as-a-public-good.pdf

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