

MUNICIPAL GUIDEBOOK

APPLYING SAFETY MEASURES INTO INTEGRATED DEVELOPMENT PLANS

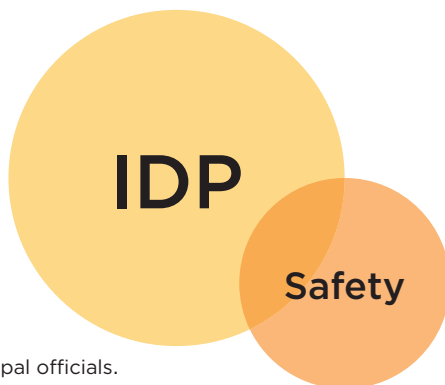
APPLYING SAFETY MEASURES INTO INTEGRATED DEVELOPMENT PLANS

MUNICIPAL GUIDEBOOK

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PURPOSE OF THIS GUIDEBOOK



This Guidebook is for provincial and municipal officials.

It explains how the projects and budgets that your municipality identified in its Community Safety Plan should be integrated into the Integrated Development Plan (IDP).

You should use it after you have consulted the manual, *Developing Community Safety Plans: A Guidebook for Provincial and Municipal Officials*.

Integrated Development Planning is a process through which municipalities prepare a strategic development plan, for a five-year period.

The Integrated Development Plan (IDP) is a product of the integrated development planning process.

An IDP is the blueprint for development for a particular municipality.

Principles of safety must be incorporated into all aspects of development and must be budgeted for in the IDP.

Note about each municipality's Community Safety Plan

Each year, each municipality reviews its Community Safety Plan by first conducting a safety audit. The aim of the Community Safety Plan is to provide a roadmap for the municipality to:

- create a safe and healthy environment and promote the social and economic development of communities;
- improve the quality of life for all members of a community, specifically the poor and other marginalised groups; and
- consider groups that are particularly vulnerable to crime and violence such as women and children.



The Community Safety Plan is the outcome of the safety audit in a municipality, which is reviewed annually.

For more information on safety plans:

Chapter 5 of *Developing Community Safety Plans: A Guidebook for Provincial and Municipal Officials*. There is also a **template** for a safety plans on page 24 of this Guidebook.

THE CORE COMPONENTS OF AN INTEGRATED DEVELOPMENT PLAN

The flow chart below shows the **process** of arriving at the five main sector plans during the planning of the Integrated Development Plan.

This is followed by the **outcome** of the process, in other words the projects that make up the five main sector plans. We discuss each sector plan in more detail on the next page.

PROCESS

- **Analysis**
 - An assessment of the current level of development
- **Development strategies**
 - The municipality's vision (including internal transformation needs)
 - The council's development priorities and objectives
 - The council's development strategies



OUTCOME

- **Projects**

Each of the five main sectors details its projects. The five main sector plans are:

 - Spatial Development Framework
 - Local Economic Development
 - Disaster management plan
 - Institutional plan
 - Integrated financial plan (both capital and operational budget)



There is an example of an Integrated Development Plan on page 21 of this Guidebook. For more general information on IDPs, go to: <http://www.ndmc.gov.za/Pages/Guidelines.aspx>.

THE FIVE MAIN SECTOR PLANS

1. Spatial Development Framework (SDF)	<p>These are the basic guidelines for the municipality on how to best use and manage the land in its area. It should contain objectives, policies and strategies around:</p> <ul style="list-style-type: none"> - developing the land; - environmental impacts; and - programmes and projects.
2. Local Economic Development Plan (LED)	<p>This plan identifies barriers to local growth and economic opportunities and aims to create conditions to remove these barriers. LED strategies should include formal and informal economies in its growth strategies. Barriers to local economic growth and therefore strategies and projects may include:</p> <ul style="list-style-type: none"> - the lack of available and suitable skills; and - the lack of available physical infrastructure and land.
3. Disaster Management Plan (for Category A and C municipalities)	<p>This is a recent requirement for certain municipalities. The plan should ensure a uniform and integrated approach to preventing and responding to natural disasters such as floods or fires.</p>
4. Institutional Plan	<p>This plan should provide a high-level assessment of:</p> <ul style="list-style-type: none"> - the municipality's capacity to provide the skills, capabilities and resources to achieve its objectives and vision; and - intergovernmental relations between departments, and the mechanisms required to meet cross-sectoral integrated outcomes.
5. Financial Plan	<p>This plan should:</p> <ul style="list-style-type: none"> - present a detailed budget for at least the next three years of the IDP; - reflect the available financial resources for capital expenditure, projects, and operational expenditure; and - provide a sound financial management plan and financial governance and accountability system.

MAKING SURE THE SAFETY PLAN IS INCLUDED IN EACH OF THESE SECTORS

In this section, we go deeper into the actual process of integrating the safety plan into the IDP.



The basic question to ask is:

**How does our Community Safety Plan
apply to the five core sector plans?**

1. Spatial Development
2. Local Economic Development
3. Disaster Management
4. Institutional Planning
5. Financial Planning

You address this by asking questions about each sector plan in relation to your Plan. Over the next few pages we will look at each sector plan in more detail using a hypothetical case study of a municipality.

HYPOTHETICAL CASE STUDY

Let's look at each of these sectors using a hypothetical case study

Municipality X has conducted its annual safety audit, and produced a Safety Plan. The Safety Plan identifies a number of barriers to safety in the community, and identifies several Projects to counter those barriers.

One of the areas that the municipality has identified is **youth crime prevention**. The figure below shows the problem identified, the objectives and the projects that the municipality wants to implement over the five-year life of the IDP to combat the problem of youth crime and prevent it in future.

YOUTH CRIME PREVENTION

Objectives

- Improve capacity for employment
- Develop youth skills
- Reduce unemployment
- Offer proper career guidance



Projects

Provide sustainable career guidance and a planning resource centre for access to information and employment opportunities through:

- Career job expositions
- Mentorships
- School guidance
- Business support
- Holiday jobs and holiday programmes
- Internships

Provide training and development opportunities for youth who have finished their schooling:

- Provide skills training

INTEGRATING YOUR MUNICIPALITY'S SAFETY PLAN INTO THE SPATIAL DEVELOPMENT FRAMEWORK

Poor spatial and environmental design (including of the built environment) is a risk factor for crime and violence. It can exacerbate inequalities, increase opportunities for crime to take place, prevent and delay appropriate responses by emergency services, and contribute to community disorganisation and fragmentation.

- Spatial planning is a critical aspect for creating and maintaining safe communities.
- The five-year plan for the municipality and district should take into account as many of the physical aspects of safety as possible that have been identified through the safety audits and integrated into the safety sector plans.



Some questions *Municipality X* could ask in order to check that **PROJECTS** relating to **YOUTH CRIME PREVENTION** in the Community Safety Plan are included in the Spatial Development Framework section of the IDP.

1. Does the SDF provide for a resource centre to be built, where young people can come to receive training and mentorship?
2. Is the resource centre close to transport and close to the areas where most at-risk youth live?



IDP
Spatial
Development
Framework



For more information, see Guidelines for the development of Municipal Spatial Development Frameworks http://www.ruraldevelopment.gov.za/phocadownload/spatial_Planning_Information/SDF-Guidelines/A5.pdf

INTEGRATING YOUR MUNICIPALITY'S SAFETY PLAN INTO THE SPATIAL DEVELOPMENT FRAMEWORK/CONTINUED

Other questions to ask about issues of safety and the Spatial Development Plan are:

- Does the SDF map the spatial characteristics of violence and crime in the community, using both official and alternative data?
- Are there adequate facilities such as **Early Childhood Development Centres (ECDCs)** and schools?



Early childhood development (ECD)

refers to the physical, psychological, cognitive and social development that a child experiences between birth and school-going age.

Access to registered ECD programmes helps to provide children with positive, healthy early childhood development. This improves their brain development, academic achievement and relationships, and lessens the risk of their being involved in violence. It fosters resiliency in people, which helps children to deal with their own circumstances positively.

- Does the SDF map the spatial characteristics of violence and crime in the community, using both official and alternative data?
- Does the SDF adequately integrate **crime prevention through environmental design (CPTED)** principles in its planning? Do these apply to both the prevention of violence and to response services?



There is a definite relationship between crime and the physical environment. Because of apartheid ideology, the poorest communities are mostly far from work and schools, which means that people have to travel long distances to work, shop, access healthcare etc.

Walking to public transport, often early in the morning and when it is getting dark, makes people vulnerable to crime. Lack of street lights, long grass, no street names, illegal taverns, and unsafe public spaces like parks all contribute to the lack of safety in a community.

- Does the SDF adequately address the environmental characteristics and manifestations of risk identified by the community?
- Do building codes and compliance mechanisms take into account CPTED principles?
- Do shebeen and liquor outlets meet legal standards and parameters?

Spatial Development Plans must therefore consider all these factors to prevent violence in their environmental design. This is called **Crime Prevention through Environmental Design (CPTED)**.

INTEGRATING YOUR MUNICIPALITY'S SAFETY PLAN INTO LOCAL ECONOMIC DEVELOPMENT

Exclusion from formal markets and employment opportunities, particularly for young people and women, can be a risk factor for violence. There is evidence that strengthening economic opportunities can reduce risk and act as a buffer.

The Local Economic Development (LED) sector plan is the roadmap for the municipality to achieve meaningful economic empowerment and development. It aims to achieve an inclusive economy that benefits all. LED plans should recognise the inherent strength and capital within the municipality and use these to support economic growth and opportunities.

These plans could explicitly address skills training, supporting SMEs and micro-enterprises as well as the informal economy. These all directly affect the risk factors for violence at individual, community and societal levels.

You need to assess the extent to which your Community Safety Plan is reflected in the LED plan.



Some questions ***Municipality X*** could ask in order to check that **PROJECTS** relating to **YOUTH CRIME PREVENTION** in the Community Safety Plan are included in the Local Economic Development section of the IDP.

1. Does the LED provide for youth training that leads to employment opportunities after school?
2. Does it provide for career job expositions and school guidance for students still at school?
3. Does it address partnerships with local businesses to foster youth training, provide mentors and offer holiday jobs, programmes and internships?
4. Does it address using local people and organisations to provide skills training?



High quality after-school programmes generate positive outcomes for youth. These include improved academic performance and classroom behaviour, and better health and nutrition.

Communities and businesses also benefit when youth have safe and productive ways to spend their time while their parents are at work.

INTEGRATING YOUR MUNICIPALITY'S SAFETY PLAN INTO LOCAL ECONOMIC DEVELOPMENT/CONTINUED

Other questions to ask about other issues of safety and the LED strategy are:

- Does the LED plan reflect the spatial inequalities and dynamics in experiences of safety and violence?
- Does the LED plan adequately reflect an understanding of the different developmental and economic needs of different constituents within the community?
- Are entrepreneurial or micro and small business financing/support grant schemes provided for young people, women and others who may be at risk of exclusion or other forms of victimisation?
- Are there plans aimed at improving resilience in vulnerable communities, such as LGBTI people, who may be the subject of hate crimes?
- If tourism is detailed in the LED plan, are there opportunities for local eco-tourism or for the incorporation of small-scale craft producers to feed into the strategy?
- If economic inequality has been identified as a risk for domestic violence or gender-based violence within a community, does the LED plan explicitly address opportunities for women?
- Where new development, economic development corridors and other strategies are planned, do these adequately take into account the likely safety challenges and opportunities that may be presented?
- Is the IDP aligned with the municipality's safety plan in terms of economic development?



Harm reduction includes policies, programmes and practices that aim to keep people safe and minimise death, disease and injury from high-risk behaviour, especially drugs.

Risk involves assessing the different factors that put people at risk of maladaptive behaviours, such as committing crimes, or conversely, for being vulnerable to a crime being committed against them.

Such risks include poverty and abuse, separation from family, exposure to violence, natural disasters, xenophobia and identifying as LGBTI (Lesbian, Gay, Bisexual, Transgender and Intersex).



Safety plans should focus on keeping these vulnerable people safe from hate crimes, bullying and exclusion. It can do this by fostering **resilience** interventions and programmes.



More info on Local Economic Development http://www.cogta.gov.za/?page_id=162

INTEGRATING YOUR MUNICIPALITY'S SAFETY PLAN INTO THE DISASTER MANAGEMENT PLAN

Disasters and disaster risk can exacerbate existing inequalities and social risks that are strongly associated with risk factors for crime and violence. Similarly, communities that are resilient to disasters are more likely to be resilient to some forms of risks of violence.

Disaster Management Plans are sector plans to reduce vulnerability to disaster risk, and to enhance resilience within communities. Disaster plans typically deal with natural disasters such as flooding, fires and storm damage.

These plans should focus on both responses to disaster and reducing the risk of disasters.



Some questions ***Municipality X*** could ask in order to check that **PROJECTS** relating to **YOUTH CRIME PREVENTION** in the Community Safety Plan are included in the Disaster Management section of the IDP.

1. Does it consider how to involve youth in disaster prevention?
2. Does it consider how to involve youth in rehabilitation and recovery of the community after a disaster?



IDP
Disaster
Management
Plan



For more information, see National Disaster Management Centre, Development and structure of a disaster management plan <http://www.ndmc.gov.za/Guidelines/Guideline%20-%20Development%20and%20Structure%20of%20%20Disaster%20Management%20Plan%20JD.pdf>

INTEGRATING YOUR MUNICIPALITY'S SAFETY PLAN INTO THE DISASTER MANAGEMENT PLAN/**CONTINUED**

Other questions to ask about issues of safety and the Disaster Management Plan strategy are:

- Does the Plan adequately consider how property should be kept safe from looting and property crime after a disaster?
- Are the roles of SAPS and the Metro Police explicit?
- Are community safety structures, such as CPFs and CSFs considered in the Plan?
- Is there provision for emergency housing or services following disasters, and is it safe for those who may be more vulnerable to sexual violence or other inter-personal violence?

INTEGRATING YOUR MUNICIPALITY'S SAFETY PLAN INTO THE INSTITUTIONAL PLAN

Safety cuts across many sectors. It needs to be mainstreamed across different departments and actors in local government and outside. To achieve safe communities for all, we need effective inter-governmental relations in the municipality, as well as effective relationships between the municipalities and other stakeholders.

Chapter 12 of the IDP identifies the different government departments (and other non-state actors) responsible for specific intervention areas covered by the plan.

The role of each department for each project or intervention in the Community Safety Plan should be recognised in the Institutional Plan of the IDP and noted in the departmental plans.

It is not only line departments such as Human Settlements, Social Development or Parks that have an important role to play in implementing the interventions that are likely to be reflected in the safety plan, but also extraordinary units and programmes that may exist within the municipal structure. In some instances, programmes or departments for Special Projects may be established that can play an important role in ensuring safety outcomes.

The Institutional Plan also offers the opportunity to ensure that there is sufficient consideration of the mechanisms required for engagement with civil society and community members in mobilising for community safety. The role of different departments should be assessed in the light of the interventions detailed in the safety plans, in engaging with communities and community groups.



Some questions ***Municipality X*** could ask in order to check that **PROJECTS** relating to **YOUTH CRIME PREVENTION** in the Community Safety Plan are included in the Institutional Section of the IDP.

1. To prevent school violence, have all the role players been identified? These might include the police services, and the departments of Education and Social Development.
2. Is there provision in the IDP for the coordination of the design and implementation of school-based interventions for preventing school violence? These could include conducting school safety audits, developing school safety plans, and developing violence reporting mechanisms and adequate psycho-social response systems within schools.



INTEGRATING YOUR MUNICIPALITY'S SAFETY PLAN INTO THE INSTITUTIONAL PLAN/CONTINUED

Other questions to ask about issues of safety and the Institutional Plan are:

- Does the Institutional Plan adequately identify any capacity or resource constraints relating to safety portfolios at senior management and operational level?
- Are the roles of each department and institution identified in the intervention plan of the Safety Audit clearly identified?
- Are safety 'champions' identified in the Institutional Plan?
- Are appropriate structures for intergovernmental relations identified, and plans developed for scheduled meetings?
- Are there appropriate support and processes identified for community safety structures such as Community Safety Forums?



For more information, go to PME, A Concept note on Institutionalisation Planning in South Africa <https://www.dpme.gov.za/keyfocusareas/gwmeSite/GovernmentWide%20M%20and%20E/A%20concept%20note%20on%20Institutionalisation%20of%20Planning%20in%20South%20Africa.pdf>

INTEGRATING YOUR MUNICIPALITY'S SAFETY PLAN INTO THE FINANCIAL PLAN

The final process when you are reviewing your IDP from a safety perspective is: Are there adequate financial resources to achieve each of the desired outcomes in the Community Safety Plan over the medium to long term?

The role of the municipality is to facilitate and coordinate service delivery by a range of departments at a local level. Each of these services should be budgeted for within the IDP Financial Plan.

Many of the projects and outcomes in the Community Safety Plan are already budgeted for in other departments. This means that there is no need for separate budgets or additional allocations of money.

For example, the need for street lights would already exist under the Electricity Department in the municipality. Cutting long grass to improve visibility in open veld that people have to cross should already be in the budget of the Parks Department.

You need to assess the extent to which your Community Safety Plan is reflected in the Budget of the IDP.



Some questions ***Municipality X*** could ask in order to check that **PROJECTS** relating to **YOUTH CRIME PREVENTION** in the Community Safety Plan are included in the budget of the IDP.

1. Have all the departments that are involved in these projects and outcomes committed adequate funding in the IDP budget to:
 - build, sustain and staff a resource centre for youth centre;
 - hold career job expositions;
 - offer mentorships;
 - offer school guidance;
 - develop business support;
 - create and sustain holiday jobs and holiday programmes; and
 - promote internships?
2. Are any additional resources needed? If yes, where can they be raised and how much is required?



INTEGRATING YOUR MUNICIPALITY'S SAFETY PLAN INTO THE INSTITUTIONAL PLAN/CONTINUED

Other questions to ask about issues of safety and the Financial Plan are:

- Does the Financial Plan adequately reflect the financial resources allocated to interventions to promote community safety/address underlying risk factors?
- Does the Financial Plan adequately resource and provide financial support for facilitating community participation in such interventions?



For more information, go to Treasury, Financial management and MFMA implementation <http://www.treasury.gov.za/publications/igfr/2011/1g/08.%20MFMA%202011%20LGBER%20-%20Final%20-%2009%20Sept%202011.pdf>

EXAMPLE OF A TABLE SHOWING HOW TO INTEGRATE SPECIFIC SAFETY PLAN INTERVENTIONS INTO IDPS

Your municipality should devise a simple check list or table, like the table below, to make sure that each of the projects you identified in your Safety Plan are included.

Risk factor	Protective factor	Intervention	Lead department	IDP Sector	Contained?
YOUTH CRIME PREVENTION	Access to education at all levels, including after finishing school	Improved access to registered Childhood Development (ECD) programmes	Department of Social Development	Spatial Development (provision and location of ECDs)	Yes
			Department of Education	Budget	No
				Institutional	Yes
		Access to after-school programmes	Department of Education	Local Economic Development	Yes
				Budget	Yes
				Institutional	Yes

KEY DATES AND STAGES IN THE ANNUAL IDP PROCESS

The process for developing a municipal IDP is contained in the Municipal Systems Act and the Municipal Planning and Performance Management Act (MPPMA)(2001). It consists of five stages, each with timelines. The table below shows the key dates and stages in the IDP process, from development to submission to the MEC.

	YEAR 1				
	June	July	Aug	Sept	Oct
Development of District framework					
Consultation between municipalities and district					
Adoption of district framework					
Develop process plan					
Align with district IDP					
Give notice to community of process plan					
Adoption of process plan by Council			End August		
Consult communities on development needs and priorities					
Involve communities in drafting of the IDP					
Consult all other organs of state and stakeholders					
Publish draft IDP for comment (min. 21 days)					
Adoption of IDP by Council (with budget)					
Give notice to public within 14 days of approval					
Publicise summary of IDP					
Submit copy of IDP, as adopted, to MEC for Local Government within 10 days					
MEC may comment on adopted IDP within 30 days of approval					
Municipality to consider MEC's comments, and accept or reject them					

The whole process takes 14 months to complete. It starts in June of Year 1 and finishes at the end of August of Year 2. As the process unfolds, but before it goes to the MEC for adoption on 10 July of Year 2, municipal officials need to make sure that the elements of the Community Safety Plan are contained in the IDP.

KEY	Development of District Framework	Develop Process Plan	IDP Development	IDP Adoption	Provincial Assessment
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APPENDICES

Summarised legal framework in South Africa relating to safety and IDPs (in chronological order of their date of adoption)

	Adopted	Key points/objectives relating to safety
The Local Government Municipal Systems Act	2000	<p>The Act gives local government a mandate to promote a safe and healthy municipal environment. Arising from this, local government has the power to address factors that could make a safe and healthy environment for everyone in the community.</p> <p>The Act also directs municipalities to engage with communities and ensure that there is community engagement in local planning processes. The Act notes that municipalities should:</p> <ul style="list-style-type: none"> • facilitate capacity-building exercises for communities to meaningfully participate in the affairs of local government, and for staff to encourage opportunities for such engagement; • use its resources and budgets to support opportunities and mechanisms for meaningful community participation; and • create the conditions for community participation in planning, implementation and review of Integrated Development Plans.
Inter-governmental Relations Framework Act (IGRFA)	2005	<p>The IGRFA details the processes and mechanisms to ensure that all three spheres of government cooperate and function effectively when interacting in order to achieve cooperate governance.</p> <p>The Act provides for the establishment of a Premier's Intergovernmental Forum.</p> <p>This is to coordinate provincial and municipal development planning to ensure integration. It also provides for District Intergovernmental Forums, which should also contribute to integrated and coherent development planning.</p> <p>The Act introduces the concept of Implementation Protocols (Memorandums of Understanding) as mechanisms to coordinate and guide how departments, ministries and other organs of state inter-relate desired outcomes.</p>

	Adopted	Key points/objectives relating to safety
The National Development Plan	2012	<p>The Plan provides for an integrated approach to safety by addressing the underlying drivers of crime and violence.</p> <p>It encourages building community participation in community safety, strengthening the criminal justice system and professionalising/demilitarising the police.</p>
The National White Paper on Safety and Security	2016	<p>Aim to have a society where all people:</p> <ul style="list-style-type: none"> • live in safe environments; • play a role in creating and maintaining the safe environment; • feel safe from crime and violence and the conditions that contribute to it; and • have equal access and recourse to high-quality services when affected by crime and violence.
The Integrated Development Framework (IUDF)	2017	<p>The IUDF recognises these challenges:</p> <ul style="list-style-type: none"> • The underlying root causes of violence and crime are not sufficiently addressed. These include inequality, unemployment, poverty, lack of social cohesion, and availability of opportunities and motives for crime and victimisation. • Most implementation mechanisms do not sufficiently reflect the multidimensional nature of urban violence and urban safety, or focus on prevention. • Local safety is not sufficiently mainstreamed into the entire fabric of municipal programmes. • Communities are not sufficiently activated and resourced to play a meaningful role. • Poor planning and management make public spaces crime hotspots. • There are insufficient mechanisms for generating and transferring knowledge about community safety among practitioners and community members. <p>The IUDF focuses policy attention on addressing these and other changes to municipal safety promotion.</p>
The Draft National Guidelines on IDPs	2018	<p>The draft Guidelines give detailed assistance to local municipalities on how to develop their IDPs.</p> <p>It details the legislative and policy context of IDPs, and the alignment of IDPs to other legislation and policies.</p> <p>It provides guidance on the required contents of IDPs, the levels of analysis, sector plans, and the associated financial planning processes, as well as the required inter-governmental mechanisms driving the IDP.</p>

APPENDICES

Example of a Municipal IDP

Section

Foreword by the Executive Mayor

Foreword by the Municipal Manager

List of Acronyms

Chapter 1: Introduction

- 1.1 Integration Development Planning
- 1.2 Review of the Integrated
- 1.3 Legal status of the IDP
- 1.4 Relationship between IDP, Budget
- 1.5 The IDP and Ward Plans
- 1.6 The IDP Planning Process (five year plan)
- 1.7 Roles and Responsibilities
- 1.8 First Year Process Followed

Chapter 2: State of the Municipality

- 2.1 Municipal area at a glance
- 2.2 Location
- 2.3 The Economy

Chapter 3: Spatial Development Planning

Chapter 4: Governance and Institutional

- 4.1 Roles and Responsibilities

Chapter 5: Strategic Policy Context

- 5.1 Global Policy Direction
- 5.2 National Policy Direction
- 5.3 Provincial Policy Direction
- 5.4 Functional Region and District
- 5.5 Local Policy Direction

Chapter 6: Public Expression of Needs

- 6.1 Effective Community Participation



Chapter 7: Municipal Level Policy Directives

- 7.1 Spatial Development Framework
- 7.2 Integrated Zoning Scheme
- 7.3 Air Quality Management Plan (AQMP)
- 7.4 Heritage Landscape Plan
- 7.5 Integrated Human Settlements Plan (IHS)
- 7.6 Comprehensive Integrated Transport Plan (CITP)
- 7.7 Integrated Waste Management Plan (IWMP)
- 7.8 Electrical Master Plan
- 7.9 Water Services Development Plan (WSDP)
- 7.10 Long Term Water Conservation and Water Development Strategy
- 7.11 Safety and Security Strategy
- 7.12 Disaster Management Plan
- 7.13 Local Economic Development Strategy
- 7.14 Community Development Strategy
- 7.15 Human Resource (HR) Strategy
- 7.16 ICT Strategy
- 7.17 The Relationship between Sector Plans

Chapter 8: Strategy

- 8.1 Reflection, Challenges and Opportunities
- 8.2 Strategic Focus Area
- 8.3 Core Principles in Executing our Strategy

Chapter 9: Strategy Unpacked

- 9.1 Strategic Focus Area, Predetermined Objectives and Programmes

Chapter 10: Financial Plan

- 10.1 Introduction
- 10.2 Capital and Operating Budget Estimates
- 10.3 Financial Management Arrangements
- 10.4 Financial Strategies and Programmes
- 10.5 Medium-Term Capital Expenditure per Strategic Goal
- 10.6 Medium-Term Operational Expenditure per Strategic Goal
- 10.7 Medium-Term Operational Revenue per Strategic Goal
- 10.8 IDP and Capital Budget 2017/20

APPENDICES

Template for a Community Safety Plan¹

Overview

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

Introduction

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

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

Responsibility of local government to build safer communities

- Acknowledges the mandate of local government to build safe and healthy communities, referring specifically to the National Development Plan (NDP), the 2016 White Paper on Safety and Security (WPSS), relevant provincial safety strategies, as well as the Local Government Municipal Systems Act (LGMSA).
- Demonstrates an understanding of the relationship between safety and development, and recognises how violence interferes with the sustainable development of communities, referring to the National Development Plan and Sustainable Development Goals.
- Mentions the unique position of local government to identify the threats to safety in communities, and the need to manage the development of communities in a manner that contributes to realisation of rights provided for in Chapter 2 of the Constitution.
- Describes the responsibility of the municipality with respect to community safety, specifically to plan for the development of communities, to facilitate community participation in safety planning activities, to integrate principles of safety into individual sector plans of IDPs, and coordinate input from other sectors.
- Identifies relevant role players in strengthening community safety, including the responsibility of provincial government to support local government in the effective performance of its functions, as well as other relevant sector departments (i.e. social development, education, health, police, correctional services, traditional leaders, etc.).
- Makes specific reference to the Integrated Development Plan (IDP) and how it can be used to strengthen safety within the community.

Situational analysis

- Provides a profile of the municipality, which includes the following:
 - » **Location:**
 - › Province and district
 - › Geographical size/area (square kilometres, number of wards)
 - › Environment (i.e. urban/rural, etc.)
 - » **Demographics:**
 - › Population (number of people; percentages according to race, age, and gender; and languages spoken)
 - › Developmental context
 - Quality of life: Percentage of people living in poverty, levels of unemployment and literacy, major sources of income, etc.
 - Infrastructure: access to water/electricity, roads/transport, etc.
 - Resources: schools, hospitals/health centres, police stations, etc.
- Summarises main findings of the safety audit, which should include the following:
 - » An analysis of crime and violence using the most crime statistics for the municipality, supplemented by other sources of local data – by station area, by category of crime (prioritising violent crime) – as compared to other municipalities of similar size/socio-economic conditions.
 - › The analyses should include data on the nature, extent, distribution (i.e. using spatial mapping to identify hotspots) and the impact of these incidents on peoples' feelings and experiences of safety.
 - » Findings from primary and secondary sources of data (i.e. research studies/reports etc.) on priority concerns for safety, such as community perceptions (via ward committees, CPFs or results of VOC surveys, etc.), patterns of risk

TEMPLATE FOR A COMMUNITY SAFETY PLAN/CONTINUED

and those who are likely to be most vulnerable, as well as the protective factors that are absent and/or need to be strengthened.

- » Analysis of safety issues that are relevant to specific sector departments, e.g. urban design challenges for the Housing Department, programmes relevant to Social Development.
 - › Special consideration may be given to the conventional public safety functions like traffic, fire services, emergency services, disaster-risk management, etc.
- » List of all current violence prevention programmes and interventions within the municipality (i.e. initiatives by the municipality, civil society, NGOs, FBOs, other government sector departments), identifying the strengths and weaknesses of such programmes and planning to scale where possible, as well as assess the effectiveness of past interventions for safety, and potential partners for future programmes and interventions.

Vision and objectives

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

Methodology and approach

- Clearly articulates the methodology for implementing the community safety plan, which should be inclusive and participatory, and respond to the needs of the community (as identified by the people and verified in the data), in accordance with promising practices for crime and violence prevention.
- Promotes a 'developmental approach to safety', meaning that it uses a combination of different programmes and interventions to reduce underlying risk factors and to strengthen protective factors at the individual, relationship, community and societal levels in line with the ecological model in a holistic and integrated manner.
- Refers to the 'whole of government' approach espoused in the NDP and White Paper, in order to address the broader social and economic drivers of crime and

violence, but also recognises that the success of these interventions depends upon the extent to which they are locally owned and committed to by communities.

- Explains how the methodology and approach complies with relevant policies and legislation, namely the NDP, WPSS and LGMSA, as well as provincial safety strategies.
- Provides an overview of the M&E framework (included as an annexure), which will be participatory and include different types of indicators (i.e. structural, procedural, and outcome) to measure compliance and progress towards the objectives of the safety plan.
- Demonstrates how components of the M&E have been integrated into all phases of the safety planning process to ensure there is adequate resources (financial and human) to evaluate the safety plan throughout its stages of implementation, as well as its individual activities and programmes.
- Refers to the existence of a comprehensive implementation plan, which outlines the roles and responsibilities of personnel within the municipality who will be responsible for overseeing implementation of the Community Safety Plan, describes specific activities to be implemented in partnerships with community members and other relevant departments, and includes budgets and timeframes, as well as targets for each activity.

Activity plan

- Provides a clear set of activities that: (1) align to the vision and objectives of the safety plan; (2) resonate with promising practices in crime and violence prevention; and (3) promote developmental approaches to safety.
- Activities are aimed at strengthening the presence of protective factors in the municipality, which are directed at the primary, secondary and tertiary levels of intervention, and involve a combination of situational, social and institutional crime and violence prevention.
- Identifies existing programmes and interventions that have been effective in promoting safety, and matches the activities of the municipality to complement and/or support these initiatives in order to expand their scope and strengthen their impact.
- Involves a specific set of activities aimed at strengthening the resilience of persons most susceptible to violence (i.e. marginalised groups), either as victims or as offenders, recognising the unique set of needs for different groups of people.
- Each activity is supported by adequate budget and resources (human and financial) which have been costed and sourced, and is accompanied by timelines for delivery of certain benchmarks and/or targets.
- Each activity identifies who is responsible within the municipality for overseeing its implementation, and a contingency plan in the event that role players are unable to deliver in accordance with agreed timeframes.
- Each activity identifies a partner(s) that has the requisite knowledge, skills and connection to the community to assist the municipality in achieving its goals and objectives, and to provide feedback to the municipality if activities and/or approaches need to be changed.

Institutional provision and resource allocation for community safety

- Provides an overall budget for safety, which not only includes financial support for activities initiated by the municipality, but also leverages resources to provide additional support to other community-driven interventions.

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- Clearly explains how resources from other areas of municipal planning can be used to enhance safety in the municipality (i.e. Department of Housing, Department of Water and Sanitation, Department of Education, etc.).
- Allocates a specific person and/or position within the municipality who is responsible for overseeing community safety, and provides an explanation for why this person/position is best suited for the role, including requisite skills and competencies.
- Describes the administrative provision for community safety (i.e. departmental arrangements, number of posts, managers and leadership, as well as lines of authority), which requires all personnel to proactively engage with members of the community on issues of safety, regardless of position.
- Provides oversight arrangements within the municipality for community safety, including political buy-in from the municipal council and/or mayor's office, district managers, IDP managers, etc.
- Includes adequate provision to support ongoing staff development in community safety and violence prevention to ensure that safety planning is mainstreamed throughout the municipality, which should be done in collaboration with districts and local municipalities.
- Articulates the roles and responsibility of provincial government to assist local government in building safer communities, and identifies specific actions that aim to increase collaboration and coordination with provincial officials.

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

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

Community integration and participation

- Assesses the quality of community participation in structures and mechanisms for engaging with the municipality, including the CSFs and CPFs, and includes recommendations for strengthening their integration and input.
- Identifies partnerships within the community that were involved in the development of the safety plan, and includes the specific activities they will take part in implementing and in conducting monitoring and evaluation (M&E).
- Refers to specific expertise that exists within communities that is relevant to community safety, and includes specific actions that will be taken to involve such persons in activities and safety planning processes.

- Demonstrates specific measures that will be taken to strengthen the integration of community members in promoting safety and in the involvement of safety planning activities (i.e. audits, plans, implementation, M&E, etc.).
- Describes additional measures that will be used to involve the community in safety initiatives (outside safety planning processes), e.g. ward-based research, neighbourhood safety initiatives, partnerships with CSOs, youth, etc.

By-laws relating to community safety

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

Connection to the IDP

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

Annexures

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

