

***Violence Prevention through Urban Upgrading in  
Khayelitsha, Cape Town, South Africa: Achievements and  
Trends of a Bilateral Financial Cooperation Programme***

by

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## **Violence Prevention through Urban Upgrading in Khayelitsha, Cape Town, South Africa: Achievements and Trends of a Bilateral Financial Cooperation Programme**

### **1. Introducing the VPUU Programme**

#### **1.1 History**

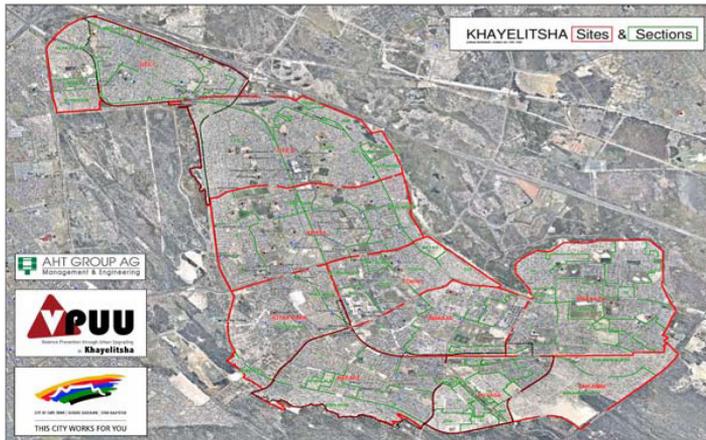
Violence Prevention through Urban Upgrading is a Financial Cooperation Programme within the bilateral South African-German Development Cooperation. After a Pre-Feasibility Study to identify possible partners in South Africa in 2001 a Feasibility Study was conducted to design the first project in Cape Town in 2002. An agreement concerning the finance of this Programme was reached between the two Governments end of 2003 and a Separate Agreement setting up the structure of VPUU between the City of Cape Town and the German Development Bank, KfW in July 2004. Finally, in September 2005, the implementation of VPUU started in Cape Town's biggest township, Khayelitsha.

#### **1.2 Partnerships**

The City of Cape Town (CoCT, [www.capetown.gov.za](http://www.capetown.gov.za)) is the project executing agency. CoCT provides staff via the Project Management Unit. Funding is sourced from local, provincial and national government within South Africa. The Kreditanstalt für Wiederaufbau (KfW, [www.kfw.de](http://www.kfw.de)) is the official German Partner for the Programme. The KfW provides 10.5 Mio Euro for the Programme implementation and works on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ, [www.bmz.de](http://www.bmz.de)), the host German Ministry. The community of Khayelitsha is the beneficiary of the intervention. The Khayelitsha Development Forum (KDF) is the leading civic organisation within Khayelitsha and has been involved in the planning and implementation since 2002.

## 2. Khayelitsha

### 2.1 African Township Development



Khayelitsha is located some 25 kilometres to the south-east of Central Cape Town. It forms part of what is known as the Cape Flats or Cape Town’s “poverty trap”, characterised by a number of inward-looking, dormitory townships with only little economic and social opportunities for the impoverished communities that reside within its boundaries. Khayelitsha which means “new home” in isiXhosa was established in 1983 by the Apartheid State with the view to move all Black people living in the existing townships to a “new home” and that would be the only residential area for blacks in Cape Town. The predominant planning objectives applied were containment and isolation. The original plan envisaged for Khayelitsha was intended to house approximately 250,000 residents. However, residents in other local communities and informal settlements in Cape Town resisted moving to this place. During the late 1970’s and early 1980’s conflicts in other settlements resulted in people relocating to Khayelitsha, others were being forcibly moved there by the State. Due to massive migration especially for the Eastern Cape the township expanded then at high pace and, given the unplanned nature of this process, the extra population could find accommodation mainly in makeshift housing solutions. The township was thus established with violence and controlled through violence. Despite the principle aim of integrating previously disadvantaged communities into the broader Cape Town Metropole through a system of urban nodes and activity corridors, Khayelitsha, until today, is one of the largest townships in South Africa and an urban settlement for some 750,000 people characterised by social, economic, institutional and cultural exclusion, high crime rates and high prevalence of HIV and AIDS.

## **2.2 Violence in Khayelitsha**

Violence and crime are two distinct phenomena each of which may or may not occur separately from the other in legal terms. For the purpose of this Programme both phenomena are dealt with together, as they equally affect the aim of improving the living conditions and the promotion of peace in the township. Khayelitsha is one of the worst parts afflicted by violence in the city. At the end of the 1990's, this township already recorded the highest number of murders in the Metropolis with a homicide rate for young Black males at 300 per 100,000 per year, whereas the national average was 48. In South African Police Service (SAPS, [www.saps.gov.za](http://www.saps.gov.za)) statistics reported crime include, also attempted murder, robbery aggravating, rape, assault grievous bodily harm, common assault, burglary in business and residential premises, theft of and out of cars, drug related crime, illegal possession of firearms and common robbery, among others. The following types of violence with different perpetrators and victims for each type are well known in Khayelitsha: economic violence, informal taverns violence and substance abuse, domestic violence, gender-related violence, school violence, transport violence/gangs, use of firearms and others. The Feasibility Study in 2002 analysed the local context of these violence types as well as the residents' fear of violence, the situation of the policing and the criminal justice system, including Community Police and Safety Fora, Neighbourhood Watches, Correctional and Social Services, Victim Empowerment, Customary and Mediation Practices and Community Organisations.

## **3. The set up of the Programme**

### **3.1 Goals**

An integrated human settlement can be achieved through socio-economic improvements together with institutional capacity building and access to cultural facilities. Violence levels can also be reduced in the target areas by providing victim support and implementing situational, social and institutional violence prevention measures. VPUU Programme Principles consist of trust, accountability, voluntarism, participatory approach, developmental approach, mutually beneficial partnerships and local ownership.

### **3.2 Methodology**

VPUU follows a research based approach that is founded on international best practise of organisations such as UN Habitat and the WHO. It combines these best practises with the local context within South Africa and Khayelitsha. A clear step by step approach has been developed and is implemented which is based on the needs of the local community. The VPUU approach foresees the following steps, accompanied throughout the process by community participation, capacity building and mentorship: Area Identification (formal and informal) - Community Dynamics Audit - Base-line Survey (Perception of crime, Business Survey, Land Availability) - Prioritising

interventions - Development of local area strategy including budget - Design of individual sub-projects - Implementation of sub-projects -Process orientated Monitoring and Evaluation - Sustainable community-based Operation and Management of funded facilities. The programme implementation is measurable and accountable to the funding partners and the beneficiaries.

### 3.3 Milestones

During the first years of project implementation, the following milestones were achieved:

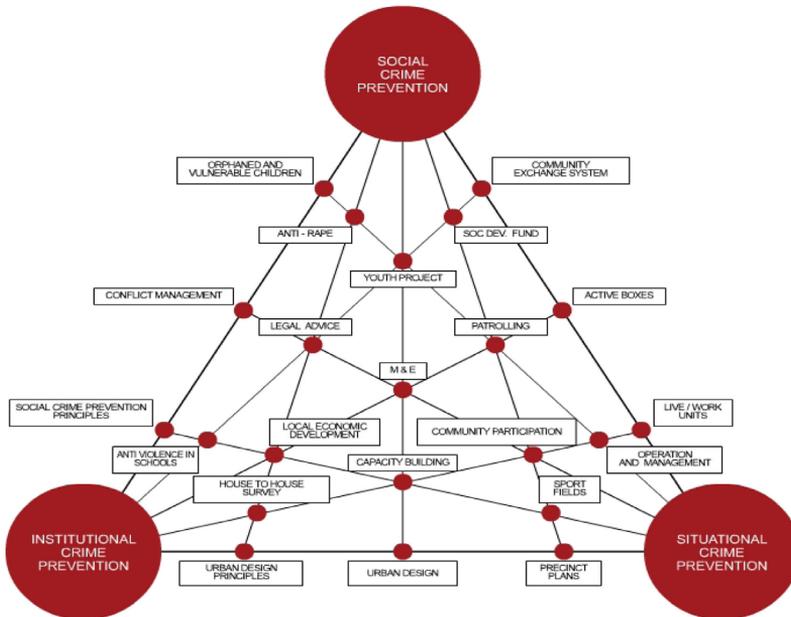
**2006:** Set up of CoCT Project Management Unit; Baseline Surveys in Harare and Kuyasa; Change from originally envisaged Safe Nodes to Safe Node Areas (conceptual change from plot specific to area based approach).

**2007:** Realignment of VPUU within CoCT from Urban Renewal Programme (URP, [www.thedplg.gov.za](http://www.thedplg.gov.za)) to Directorate Governance and Interface; Launch of the Social Development Fund; Start of Household Survey; Approval of Building Plans for first “Active Box”. The harsh reality on the ground for project work in Harare Precinct, one of the three existing police precincts in Khayelitsha, for the period April 2007 to March 2008 was 175 murders (plus 73 attempted, plus 532 GBH), compared to 2.836 murders in the Western Cape Province and 18.487 in South Africa in the same period. This is roughly 1% of all murders within 0.02% of the Country’s population (Harare pop. 90.000/national pop. 45 million).

**2008:** First International VPUU Dialogue Forum on Crime Prevention; Completion of Harare Peace Park Active Box; Study Tour to Germany; Start of partnership with Mosaic as Gender based Violence Service Provider; support for victims of xenophobic violence in Khayelitsha; VPUU establishes strategic links with national Neighbourhood Development Partnership Grant (NDPG, [www.treasury.gov.za](http://www.treasury.gov.za)) and Development Bank of South Africa (DBSA, [www.dbsa.org](http://www.dbsa.org)); more partnerships with local partners and service providers: loveLife, Triple Trust, Khayelitsha Community Trust, University of Western Cape Legal Aid.

**2009:** Multi-functional Harare Square Development; Completion of VPUU constructions in Harare and Kuyasa and opening of facilities; Start of VPUU in Site C and TR Section: set up of field office, Social Development Fund, Patrolling, Local Economic Development Strategy, Urban Design Concept Plan; KfW Project Progress Visit; Start Monwabisi Park informal settlement upgrade (besides the 4 agreed upon Safe Node Areas); Baseline Survey in Manenberg, a settlements for mainly coloureds with high gang-related crime prevalence (roll out of VPUU outside of Khayelitsha).

To date, VPUU in Khayelitsha consists of the following components/pillars and sub-projects:



This presentation for the 3<sup>rd</sup> Annual International Forum of the German Congress on Crime Prevention focuses more on the three pillars Situational, Social and Institutional Crime Prevention and Monitoring+Evaluation. Other ongoing sub-projects like Operation and Management of facilities or Local Economic Development are only summarised.

#### 4. Situational Crime Prevention

The term ‘Situational Crime Prevention’ refers to the concept of preventing crime through good environmental design. It is assumed that positive changes in the physical environment ultimately lead to safer communities. This VPUU component deals with the design and construction of so called “Safe Node Areas”. The desired outcome are “Active Boxes” along major pedestrian walkways, safe walkways, safe public open spaces, public buildings, business opportunities, live-work units, in-fill housing and sport and recreation facilities in public space and on school premises.

Harare Peace Park (7), Urban Park Precinct 3 (3), Kwam Fundo School Sports complex (6) and Harare Square (4) indicated with the numbers in ( ) on the following map are examples that demonstrate the application of VPUU situational crime prevention concepts:



#### 4.1 Harare Peace Park

The Harare Peace Park was the first project completed by VPUU. The area was identified as a crime hotspot during the Baseline Survey. The Peace Park building was originally built by the City of Cape Town, but the structure remained unfinished because there was a dispute and the builder left. The Peace Park was a highly contested area between different groups within the community. The first VPUU intervention to reduce crime in the area was to extend an existing, well run community garden. The occupation of the garden during day light hours increased passive surveillance over the pedestrian walkway. The second intervention was to invite community groups to show their interest in the building. Four organisations came forward and were trained in organisational development, management and Maintenance skills. The Peace Park Management Committee was elected to manage the building and the surrounding park. At the same time as the capacity building, VPUU renovated the building to incorporate 2 meeting rooms, a care taker's flat and public toilets. One of the meeting rooms is used as a patrol assembly and surveillance point. The building has become a regular meeting place for local groups. The care taker's flat and the patrol assembly point have increased the safety of the area. The surrounding park is more actively used.

#### 4.2 Urban Park Precinct 3

The urban park was previously an unsafe open area that attracted thieves who robbed people on their way home from school or work. The area was identified as one of the worst crime hotspots by community members in the 2006 Baseline Survey. The area used to be a storm water pond that captured water after heavy rainfall and prevented flooding in low lying areas in Harare. Discussions with local leadership and engineers from the City of Cape Town's Departments, together with innovative thinking by the AHT professional team, meant that a crime hotspot has been turned into the most

beautiful urban park in Khayelitsha. The urban park is aimed at all ages ranging from children to youth and adults. Within the park a small community building was designed at the intersection of two major pedestrian walkways within Harare. The building is part of a series of small community buildings which are built approximately every 500 m along major pedestrian walkways to increase safety through



creating active public areas. The so called “Active Box” is a good example of the VPUU concept of “positively occupying perceived dangerous spaces” by building mixed use facilities. The building combines a meeting room for community meetings and small functions, a small shop that is open for extended hours, a patrol room to increase passive surveillance along the two major walkways, and a caretaker’s flat. The height of the building means that it serves as a landmark that allows orientation for people not familiar with the area. In 2009, the first FIFA Football for Hope Centre in Africa has been opened in direct vicinity of the Urban Park.

### **4.3 Kwam Fundo Sports Complex**

Harare, like many parts of Khayelitsha, lacks sports facilities. The Headmaster of Kwam Fundo School together with the School Governing Body and local leadership shared the vision of developing a sports complex for local schools and organised sport use. This vision became a reality during the consultative planning process.

VPUU established a working relationship with the Western Cape Department of Education. The model that was used tested whether it is possible for the sports complex to generate sufficient income to continue maintaining the facility. While construction was taking place, a Facility Management Committee consisting of members of three School Governing Bodies within Harare, the local Sport Council and the City of Cape Town’s Sport and Recreation Department were trained in Organisational Development and equipped with management and maintenance skills. The change room facility was built by a 100% black owned company with close links to Khayelitsha businesses.

The sports complex consists of: one full size soccer pitch including adequate flood lights for amateur level games; five basketball and netball courts of which three can be used as an additional space for soccer practice; cricket nets; athletic track; parking area; change room facilities; three flats for income generation and passive surveillance; a shop; a club room and a store room.



#### 4.4 Harare Square

Harare Square is the main public area offering facilities, services, shops and businesses to the 60,000 residents in Harare and Monwabisi Park. Good lighting makes the square a safer space where community members can relax and enjoy the surroundings. This multi-purpose public square caters for the youth, the general public and the business sector. During the Soccer World Cup 2010, a public viewing is foreseen on Harare Square. Selected elements of the development are:

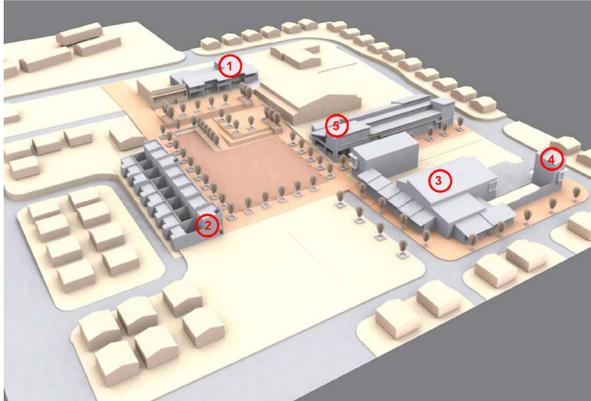
**(1) Community Hall:** This hall will be renovated into a loveLife Youth Centre, while still serving as a community hall and providing offices for organisations.

**(2) Live-Work Units:** Local business owners can rent one of the 8 live-work units in prime positions. Each unit consists of a workshop at ground floor and a flat on the first floor. The owner can live on top and protect both the business and the square during the night time.

**(3) Business Hubs:** A direct result of the Business Survey and the LED area strategy, has the following 5 elements: a Bulk Buying Facility for spaza shops operated by the Triple Trust Organisation; Business Support and Advice Centre operated by Black Umbrella; approximately 15 shops for local businesses; Bakery/Cafe that opens onto the square and a Boxing Gym to provide an indoor sport facility.

**(4) Active Box:** A small three story building that provides offices for an organisation, a care taker's flat and a room for patrols to enhance passive surveillance.

**(5) Multi-purpose building:** A new concept that provides to the residents. It combines: a Library, an Early Childhood Development Resource Centre, an experimental learning facility for children; the Care taker's flat, offices for organisations, a small hall and a base for patrolling volunteers.



## 5. Social Crime Prevention

Social Crime Prevention promotes a culture of lawfulness, respect and tolerance. It also links social programmes that support victims or prevent violence to the new public resources and safer spaces created through VPUU Situational Crime Prevention sub-projects. The several Social Crime Prevention sub-projects prevent and reduce the impact of crime or violence by strengthening relationships between people, drawing vulnerable people into safer conditions and improving the collective capacity of Safe Node Area residents to resist becoming victims or perpetrators of crime or violence.

The VPUU Social Crime Prevention partners are chosen on the basis of a history of effective work; a willingness to focus on VPUU Safe Node Areas; acceptance of VPUU values including accountability through the monthly VPUU Reference Group; their ability to contribute to the development of a network of services which spans the full life cycle from early childhood to old age; through being community-based and participative and to generate positive social capital. VPUU interventions are based on sustainable skills development and community-owned resources to promote a lawful, peaceful way of life. Currently the following projects are conducted by VPUU Partners:

### 5.1 Mosaic: training service and healing centre for gender based violence

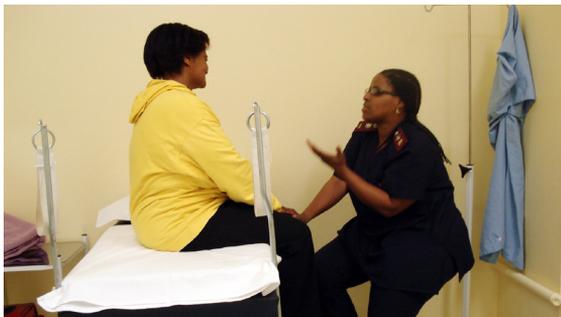
Mosaic ([www.mosaic.org.za](http://www.mosaic.org.za)) is a non-profit organisation with the vision of creating a society free of domestic violence. The organisation enables abused youth and adults to heal and empower themselves in dealing with domestic violence. Mosaic works in partnership with government and other service providers in communities in the Western Cape, and delivers a range of prevention and support services. Mosaic partners with VPUU to make Khayelitsha a safer place for women and children. Mosaic delivers prevention, care and support services through a number of programmes and services:

**Social Services:** Raises awareness about gender-based violence and sexual & reproductive health rights (SRHR) through counselling and training, door-to-door campaigns, radio talks, events, exhibitions and educational presentations.

**Court Support:** Crisis counselling and helping people to apply for protection orders against violent partners or family members at the domestic violence court in Khayelitsha.

**Training:** Job skills development, such as Chef Assistant and permaculture training. Mosaic also trains public and NGO institutions and volunteers in integrated management of domestic violence, as well as offering training on the Domestic Violence Act (Act 116 of 1998); training of health workers on SRHR and counselling skills training.

**SRHR:** Clinical services include providing contraception; STI (sexually transmitted infection) treatment, HIV testing and counselling, cervical screening and termination of pregnancy (TOP). The programme also supports survivors of sexual violence by conducting forensic examinations and providing post-exposure prophylactic (PEP), counselling and referrals to the Simelela Centre at Site B Day Hospital in Khayelitsha. Mosaic is in partnership with the important Simelela Network. The partners signed a Memorandum of Understanding to strengthen co-ordination and synchronise data systems. Training in gender based violence is also offered to the VPUU patrollers and other volunteers.



Although Mosaic delivers services to all residents of Khayelitsha, the organisation focuses on the communities of Harare, Kuyasa, Site C and TR section. In particular, Mosaic raises awareness about the Simelela Centre for Survivors of Sexual Violence and other services aiming at reducing domestic and sexual violence. Mosaic works from a number of sites including the Khayelitsha Court, a satellite office at Harare Square, Esangweni High School in Harare, Simelela Centre in Site B. Services have started in August 2009 at the new VPUU centre in Site C.

### 5.2 Patrolling Project and Street Committees

The VPUU Violence and Crime Baseline Survey was conducted in Harare and Kuyasa in November and December of 2006. It identified the three top priority types of crime and violence as being murder, rape and robbery. At a feedback meeting in December 2006, the community decided that civilian patrolling be supported and extended as a quick-implementation project. Their focus was the prevention of murder, rape and robbery in the hotspot areas identified by the Baseline Survey.



Over the past 30 months, 1223 people have at one time or another been active in patrolling. Several hundred have patrolled once or twice and then stopped, while others are regulars with over 70 individuals receiving a certificate for having completed 50 patrols or more. At any one time there are between 200 and 80 active patrolling members. Between them they have contributed to Nov. 2009 30,172 patrols which is the equivalent of 6 trained people on duty 24 hours a day for over nearly 2 years. Sustainability of the patrols is ensured by the full involvement of local structures and

state service providers. There are also a range of incentives which any patrol member can access free of charge in exchange for credits earned through patrolling. These incentives include Adult Basic Education modules, driving licence training, business-related skills and life insurance.



### **5. 3 University of Western Cape Legal Aid Clinic**

The Clinic ([www.uwc.ac.za](http://www.uwc.ac.za)) partnered with VPUU and opened a satellite clinic in Khayelitsha in April 2008. This satellite clinic is based at the Khayelitsha Court. A second office has been opened in Site C. The Clinic is staffed by qualified attorneys and paralegals and is accredited by the Cape Law Society to operate as a fully-fledged law firm. This legal service is for persons who cannot afford to pay for an attorney and will therefore fill a big gap by providing access to justice in economically disadvantaged areas. The satellite clinic provides legal advice and assistance and representation in cases of civil law.

In particular the law clinic deals with the following types of legal cases: Divorces; Housing and land related disputes; Domestic Violence (protection orders); Access to Maintenance; Inheritance (including customary law); Debt Counselling and Juvenile Justice. In addition, the law clinic staff play an active role in helping the Simelela Network partners, who provide services to victims of gender based violence, to understand the legal context of their work more fully and also to know how the justice system should work for their clients. The satellite clinic works together with VPUU partner organisations to ensure appropriate referrals and client support.

The Legal Aid Clinic is contributing to a common database so that good statistics can be collected and used to motivate for a better functioning and integrated justice system within Khayelitsha. Plans for the future are: The Street Law Project, bringing trained graduate volunteers into the community to explain the law and their rights to young people; the Legal Aid Clinic statistics helping initiate the establishment of a Small Claims Court.

In 2008 and 2009 Mosaic delivered the following services to the Cape Town and Khayelitsha residents:

49 workshops (551 women, 80 men trained); 1552 presentations in public space about gender violence prevention; over 70.000 women and 20.000 men spoken to through educational outreach; 4.900 protection orders issued; 1.450 clients counselled.

### 5.4 Social Development Fund

The VPUU Social Development Fund (SDF) was established to fund resident-based projects in the 4 Safe Node Areas. The guiding SDF principles are: Alleviating circumstances which lead to poverty and violent crime; Promote community cohesion; Eliminate opportunities for crime and violence and Promote gender equality. The SDF Values are: Community cohesion; Healthy communal life; Accountability; Sustainability and Equality. Each time a call for proposals is made the SDF is guided in its decision making by the area strategies of the 4 Safe Node Areas. To date 9 calls for proposals have been made resulting in 89 funded projects. Common examples of social interventions related to SDF values and principles found in all the Safe Node Areas are: Early Childhood Development; Sport development; Soup kitchens/Food gardens; Aftercare school programmes which include IT services; Home-based care; Arts & drama festivals; African dance festivals and Choral music.

Specific elements of Harare Area Strategy	<ul style="list-style-type: none"> <li>• Monthly entertainment for the youth</li> <li>• Swimming lessons for the youth and training of life guards/savers</li> <li>• Coaching clinics for soccer players and referees</li> <li>• Home-based care equipment and uniforms</li> </ul> <p>Between March 2007 and May 2009 a total of 20 projects have been approved.</p>
Specific elements of Kuyasa Area Strategy	<ul style="list-style-type: none"> <li>• Home-based care facilities</li> <li>• Safe walk ways and Household safety</li> <li>• Arts &amp; crafts</li> <li>• Baking training</li> </ul> <p>Between March 2007 and May 2009 a total of 19 projects have been approved.</p>
Specific elements of TR Area Strategy	<ul style="list-style-type: none"> <li>• Debates on crime and violence prevention; Xenophobic awareness</li> <li>• Beautification of the area with mosaic and Clean-up campaigns</li> <li>• Scholar patrols and Patrol intervention (i.e. station walkway)</li> <li>• Indigenous games festival</li> </ul> <p>The SDF started work in TR section in April 2009 with 5 approved projects.</p>
Specific elements of Site C Area Strategy	<ul style="list-style-type: none"> <li>• Health promotion campaigns on health related issues including HIV/AIDS</li> <li>• Clean-up campaigns</li> <li>• Scholar patrol</li> <li>• Indigenous games festival and Comedian festival</li> </ul> <p>Between November 2008 and May 2009 a total of 11 projects have been approved.</p>

### 5.5 Early Childhood Development

Education within crèches is an important step in the development of children. It forms the first step of the Public Life Cycle Approach to building safer communities.

Crèches provide safe places for children, gender sensitive employment (mainly women), passive surveillance of the surrounding areas and resource in community that can potentially be used for add-ons (e.g. feeding schemes, public meetings, church services). VPUU is part of a task team preparing an Early Childhood Development (ECD) policy and area-based development plan to be adopted by the City of Cape Town. This will see Resource Centres such as the Harare Square Library act as training hubs and support centre for crèches in this area. VPUU interventions range from very targeted and specific within 20 crèches supported currently (e.g. capacity building and small infrastructure project) to services for crèches within a whole area (e.g. the Harare Square ECD Resource Centre). NGO partners are being sourced to run and manage the centre on an ongoing basis.

### 5.6 School based interventions

VPUU follows a holistic approach that aims to reduce crime and violence through social development from childhood to old age. School based interventions play a critical role in the development of a person's life and are an important part of VPUU's development model. Three schools in Harare and Kuyasa were identified as crime hotspots by the community during the Baseline Survey in 2006. Some of the projects started in order to encourage sport and recreation as an alternative to violence and crime are:

Kwam Fundo Senior Secondary High School	<p>VPUU has invested in the provision of a model for the development of school and community sport facilities. The model includes:</p> <ul style="list-style-type: none"> <li>• Sports fields; Change room facilities</li> <li>• Landscaping</li> <li>• Capacity building of a community based Facility Management Committee</li> <li>• Income generation from the rental of three flats to cover large parts of the maintenance costs.</li> </ul> <p>The target groups to benefit from the development of sports facilities are pupils from Kwam Fundo, Luleka and Isiphiwo schools during the day, and sport clubs from within the community during the evenings.</p>
Luleka Primary School	<p>Luleka will be the first school in Khayelitsha to combine community, city and provincial needs. The Department of Public Works, Department of Education (Provincial), the Department of Sport and Recreation (City), the School governing body and the Khayelitsha Development Forum are integral partners within this VPUU facilitated development. Elements of this development are:</p> <ul style="list-style-type: none"> <li>• Sport and recreational facilities that serve the needs of the learners.</li> <li>• Public and mixed use facilities that would serve the needs of the residents of the informal settlement Monwabisi Park; in-fill housing; public square; care taker's flat; safe pedestrian crossing over Mew Way</li> <li>• Capacity building of Facility Management Committee.</li> </ul>
Esangweni Senior Secondary School	<p>In the 2006 crime and violence baseline survey, Esangweni was identified as a crime hotspot. A Violence Prevention Task Team was established to make the school safer. This team meets each month and includes:</p> <ul style="list-style-type: none"> <li>• Esangweni School Safety Committee, Representatives of the School Governing Body, parents, teachers, and pupil leadership</li> <li>• Western Province Education Department</li> <li>• loveLife Groundbreakers working in the school</li> <li>• VPUU partners (Patrolling, Mosaic and Social Development Fund).</li> </ul>

Current projects still include: ‘Walking bus’ to ensure safety of children to and from school in conjunction with the VPUU patrolling project; loveLife and Mosaic are collaborating to identify victims or potential victims of violence and offer effective support; SDF proposal for sports equipment and coaching and Pupil leadership engaged in developing a youth-driven project for accessing funds from VPUU Social Development Fund.

## 6. Institutional Crime Prevention

The objective of this component is supporting local organisations to take ownership of spaces and supporting the CoCT to start integrated planning, budgeting and implementation of projects. The component consists of the following elements:

Elements	Desired outcome
Operation and Management	Facilities/public spaces are operated by local organisations to ensure sustainability; Khayelitsha Community Trust as owner of facilities
Business Development Skills	Local business sector has improved; Local Economic Development Strategies based on Baseline Business Survey
Mainstreaming violence prevention	Urban Design Safety Principles integrated in City Planning; Integrated planning and budgeting implementation achieved
Community Participation	Dialogue with community established (Decision taking and feedback in monthly VPUU Reference Group meetings)

### 6.1 Operation and Management

In its simplest form Operation and Management (O&M) is when a local community group becomes responsible for the running and maintenance of a facility on behalf of a municipality. The group in charge of the O&M of the facility, the local community and the municipality, should all mutually benefit from this process. The Community Delivery of Services (CDS) opportunities created by VPUU are linked to the development and maintenance of facilities and the creation of basic and higher skilled labour services. Some of the main aims for encouraging a Community Delivery of Services approach are: Promoting the participation of local communities in socio-economic activities, especially where unemployment is high; Strengthening pride and ownership of public spaces within the local community; Reducing opportunities for crime through well managed facilities and public spaces and Building capabilities of local people and encouraging them to take steps towards entrepreneurship.

VPUU has trained and mentored three groups to manage facilities. These include the Harare Peace Park Active Box Facility Management Committee, the Ntlazane Traders Facility Management Committee and the Kwam Fundo Sport Facility Management Committee. VPUU team members have developed a Good Practice Guide for Community Delivery of Services (CDS), together with the assistance of a Reference Team consisting of City of Cape Town Department Managers, academics and contributions from a wide range of stakeholders. A financial sustainability model cross-subsidizing

commercial and community service facilities has also been developed.

## 6.2 Local Economic Development for Safe Node Areas

VPUU Local Economic Development (LED) approach is partially based on the LO-CATI model developed by InWent–Capacity Building International ([www.inwent.org](http://www.inwent.org)). The model is based on a participatory rapid appraisal technique. This approach identifies competitive advantages for businesses in an area in order to develop practical and achievable solutions for LED. VPUU has started to develop its LED implementation model based on 9 key areas that link to core deliverables: Employment opportunities (Target group); SMME support (Target group, Sustainability), Municipal community partnerships (Governance); Enabling environment (Locality); Cluster or sector strategies (Target group, Synergies); Attract external investment (Locality, Synergies); Livelihoods support (Target group, Sustainability); Education support (Synergies) and Research and information support.

After VPUU Baseline Surveys on the distribution of businesses and ideal locations identified by business owners, interventions in the three Safe Node Areas were prioritised in planning workshops. To date, various interventions are designed and implemented with the following partners:

Market for informal traders	City Department of Economic Development
Business Advice Centre	Black Umbrella ( <a href="http://www.blackumbrellas.org">www.blackumbrellas.org</a> )
Bulk buying facility for spaza shops (spaza distribution centre)	Triple Trust Organisation ( <a href="http://www.tto.org.za">www.tto.org.za</a> )
SMME support and advice	Khayelitsha Business Forum, Red Door, The Business Place (Philippi)
Mixed use facilities for people of Monwabisi Park; Live/work units alongside pedestrian routes; Strengthen Value Chain around taxi industry at Kuyasa Transport Interchange	CoCT, Western Cape Provincial Government and National Neighbourhood Development Partnership Grant to fund infrastructure projects

## 6.3 Urban Design Principles for a safe Neighbourhood

VPUU uses Guidelines for the Development of Safe Neighbourhoods in townships which are in line with Crime Prevention through Environmental Design (CPTED) principles and allow decision makers to develop a vision along the values of integrated planning for safe neighbourhoods. These guidelines are currently being adopted by the City of Cape Town for developments in low income neighbourhoods and include the following:

Surveillance and Visibility (“Eyes on the street”)	Design of public spaces that have clear lines of sight and good lighting to ensure maximum public visibility.
Territoriality (“Owned” Spaces)	Refers to the sense of ‘ownership’ a community has over their environment that encourages residents to become involved in reducing crime.
Defined Access and Movement	Easy access and well defined routes to, and through, a public place help develop a pedestrian’s understanding of the space and perception of safety.
Image and Aesthetics (Dignity)	A positive image of a place can be achieved by ensuring a “human scale”. Using appropriate materials, colour, landscaping and lighting to encourage high levels of public activity.
Physical Barriers (Target Hardening)	This relates to the strengthening of building facades and spaces to improve personal safety.
Maintenance and Management (Pride and Ownership)	Well managed and maintained environments encourage a sense of pride and ownership.

Specific Design Tools used to implement the Safety Principles are:

Signage	Routes are clearly sign-posted to make them easy for pedestrians to follow. The same design elements, such as lights, benches, trees or paving, are used along the full length of the pedestrian route to make the route easy to identify and follow.
Visual connections	The series of small community buildings (Active Boxes) act as landmarks to define safe walking routes. Several Active Boxes are visible from any position and act as safe houses throughout day and night.
Movement networks	Movement routes are as direct and visible as possible, making distance as short and obvious as possible. The walking and bicycle routes have priority over vehicles. Street crossings are safe and clearly indicated.
Clustering of public activities	At Harare Square many new developments are clustered around the public square. These public activities attract a variety of users throughout the day and early evening. This mix of uses encourages public facilities and business opportunities to extend opening hours and public use of the space.
Integration of activities	The Library Centre is an example of multifunctional development. It combines a Community Library, an Early Childhood Development Resource Centre, Adult Based Education and Training facilities, a hall, a caretakers flat, a patrol room, and additional offices for NGO’s or other users.
Site layout, ‘active edges’ and landscaping	The Urban Park was an example of a badly surveyed area in which pedestrians got mugged. The new site layout makes sure that the corners and entrances to the park are occupied by public buildings and an extra row of housing. This increases passive surveillance and makes sure all the edges of the park are occupied by residents and public facilities. The landscaping is done with high quality materials and pedestrian walkways are well lit so that the area is in public view at all times.

## 7. Monitoring and Evaluation

VPUU subprojects are continuously monitored to ensure that delivery is on target and to identify any difficulties or delays so that corrective action can be taken. Project evaluation takes place each year, and where needed, year goals are amended. Monitoring and Evaluation also provides the necessary information to determine if VPUU as a whole is achieving its success indicators and desired impacts (indirect benefits).

## 7.1 Baseline Surveys



The VPUU team is responsible for performance management, which uses repeated measures as a way of monitoring and evaluating the success of projects. Performance management is not something that less formal organisations or community structures are always comfortable with. The practice of making decision or allocating resources on the basis of performance can sometimes be perceived by community leaders as a challenge to their authority. There is also little experience of M&E methodology such as the weekly Household Survey. It is difficult for residents with pressing needs to understand a survey asking about dangers that VPUU will take some time to act on. It is equally difficult for residents to answer survey questions about services, which in some cases exist, but in others are yet to be initiated. The Photo shows resident data collects ready to start the survey.

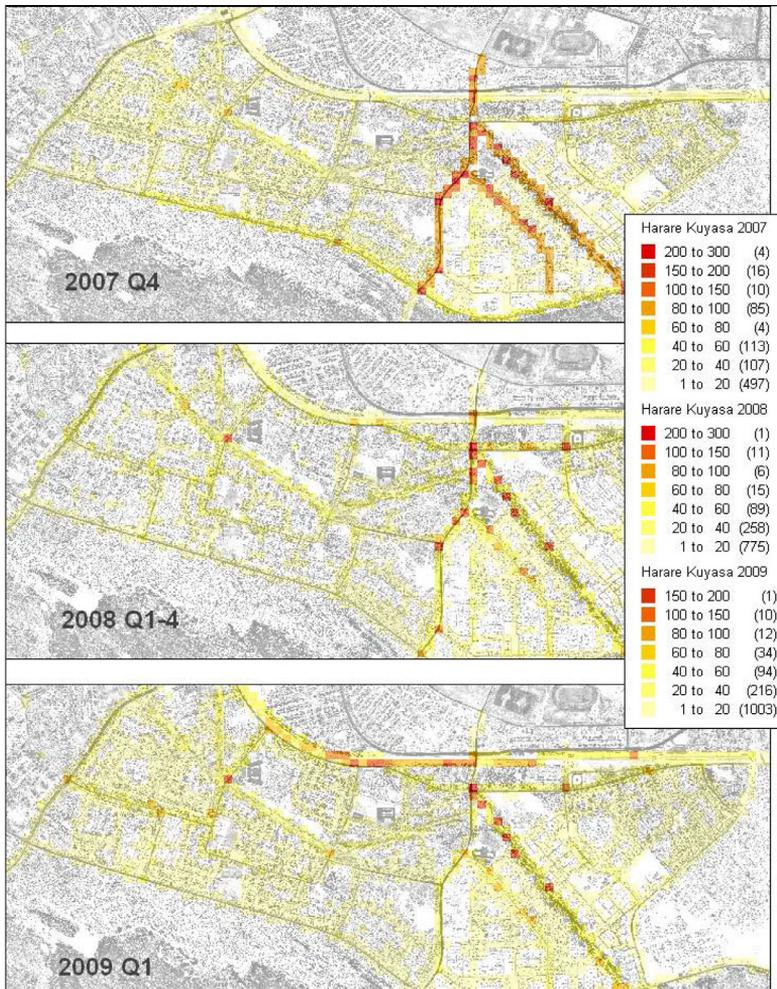
VPUU contracted Lithe Tha Researchers, of Khayelitsha, as a local and registered closed corporation (CC). It is an all-woman team working in Harare, Kuyasa, Site C and TR Section. Lithe Tha Researchers have been doing contract research and survey supervision for VPUU since March 2007. Services rendered include: Household Survey of 50 sites in a stratified random sample conducted on a weekly basis; 70 fixed-point digital Monument Photographs taken weekly to record changes in the area; Capture of all survey data; Storage of all digital images; Training of entry-level field-workers to do survey research and Fieldwork supervision and data quality control.

### 7.2 Monitoring undertaken

50 Household Surveys collect this information each week:	<ul style="list-style-type: none"> <li>• Knowledge of and attitude towards VPUU Situational Interventions</li> <li>• Knowledge of and attitude towards VPUU Social Interventions</li> <li>• Crime and violence priorities and hotspot identification</li> <li>• Perception of safety measures and victim survey</li> </ul>
<b>Social Crime Prevention</b>	
Anti Rape and Gender Violence:	<ul style="list-style-type: none"> <li>• Educational outreach for women and men</li> <li>• Assistance in getting protection orders</li> <li>• Individual counselling</li> <li>• Training workshops</li> </ul>
Patrolling	<ul style="list-style-type: none"> <li>• All patrols undertaken to assist project management</li> <li>• Radio calls made and incidents dealt with</li> <li>• Equipment issued</li> </ul>
Legal Aid Clinic	<ul style="list-style-type: none"> <li>• Clients seen</li> <li>• Issues of concern identified and action taken</li> </ul>
Social Dev. Fund	<ul style="list-style-type: none"> <li>• Records number and type of project, area and budget</li> <li>• Before and after photographs</li> </ul>
Operation and Management	<ul style="list-style-type: none"> <li>• Capacity building training</li> <li>• Numbers, gender, course</li> </ul>
<b>Situational Crime Prevention</b>	
	<ul style="list-style-type: none"> <li>• 70 monument photographs taken each week to track physical changes. They also show any increase or change in social use of the space and any decrease in littering</li> <li>• Site meetings</li> <li>• Financial records of payments to external and local Khayelitsha contractors</li> <li>Record of local labour opportunities and earnings</li> </ul>



Example Monument Photographs: The left photo was taken in 2007 before VPUU situational intervention in the Urban Park Precinct 3 area. The right photo was taken in 2008 as part of a monthly series since 2007 at the very same place.



Example Patrolling Initiative and Knowledge Management: On a monthly basis, maps have been produced which show the percentile rank of routes, according to how dangerous they are reported to be. Red routes are prioritised in terms of patrol deployment. The 8 rank maps are produced to be able to track changes in the pattern of perceived safety along pedestrian routes in a more accurate way. Over time, the perception of danger has decreased and shifted.

## 8. Opening of first VPUU facilities in May 2009

Thousands of residents marked their presence at Urban Park Precinct 3 and at Kwam Fundo School Sports Complex during the hand-over of the first three VPUU facilities to the Community and the trained Facility Management Committees.

The speeches of the Premier of Western Cape Province, the Mayor of Cape Town, the German Ambassador, the KfW Representative and the Chairperson of the Khayelitsha Development Forum were followed by traditional festivities.



## 9. Trends

VPUU offers to Programme Partners and interested organisations partnership opportunities. These are descriptions of investment ranging below 50,000 Rand to 200,000 Rand and resulting benefits in all three pillars Situational, Social and Institutional Crime Prevention. Projects are for community safe keeping, Social Development Fund, Operation and Management, Skills Development, Community Surveys, Victim Support and Access to Justice. Projects for sustainable construction range from simple, single equipment like hot water solar collectors, patrollers assembly points, small kick-about to more complex, expensive projects like the Construction of an Active Box or of Live-Work Units.

The City of Cape Town has started to identify communities in which elements of VPUU can be implemented in low income areas. The VPUU leaders are part of the task team for informal settlement upgrading. Monwabisi Park and TR Section are the first two test cases for replication in informal areas. The contribution by the provincial government of the Western Cape ([www.wcpp.gov.za](http://www.wcpp.gov.za)) is currently being formalized. The national government contributes to VPUU via the Neighbourhood Development Partnership Grant of the National Treasury and the Development Bank of South Africa DBSA. The private sector as well as the NGO sector are becoming partners in VPUU around specific projects. The KfW is currently negotiating a replication of the VPUU approach in the Nelson Mandela Bay Metro (Port Elisabeth) in the Eastern Cape Province.

### **10. More Information**

The following webpages <http://www> offer more information on VPUU:

#### **BMZ**

[bmz.de/de/laender/partnerlaender/suedafrika/projekte/suedafrika\\_gewalt.html](http://bmz.de/de/laender/partnerlaender/suedafrika/projekte/suedafrika_gewalt.html)

#### **KfW**

[kfw-entwicklungsbank.de/DE\\_Home/Laender\\_Programme\\_und\\_Projekte/Subsahara-Afrika/Suedafrika/Leuchtturmprojekt\\_1.jsp](http://kfw-entwicklungsbank.de/DE_Home/Laender_Programme_und_Projekte/Subsahara-Afrika/Suedafrika/Leuchtturmprojekt_1.jsp)

#### **VPUU**

[vpuu.org](http://vpuu.org)

#### **Deutscher Präventionstag Hannover 2009**

[praeventionstag.de/nano.cms/de/Dokumentation/Details/XID/843](http://praeventionstag.de/nano.cms/de/Dokumentation/Details/XID/843)

#### **InWEnt E+Z**

[inwent.org/E+Z/content/archiv-ger/08-2006/schwer\\_art4.html](http://inwent.org/E+Z/content/archiv-ger/08-2006/schwer_art4.html)

## Content

<b>Introduction</b> .....	5
<b>KEY SPEECH BY DR. WOLFGANG SCHÄUBLE, FORMER FEDERAL MINISTER OF THE INTERIOR OF GERMANY</b>	
What holds society together ? .....	9
<b>Lectures from the 3<sup>rd</sup> Annual International Forum</b>	
<b>ANNALENA YNGBORN</b>	
Criminal Policy in Sweden – from rehabilitation to prison?.....	19
<b>DETLEF OTTO BÖNKE</b>	
Crime Prevention at the European Level .....	27
<b>MONIKA OLSSON</b>	
Overview of Crime Prevention in Europe - the European Crime Prevention Network, EUCPN, and its activities during the Swedish Presidency .....	33
<b>OLIVER STOLPE</b>	
An Overview of Crime Prevention at the International Level .....	39
<b>MARC COESTER / BURKHARD HASENPUSCH</b>	
Overview of Crime Prevention in Regions and Communities.....	47
<b>CHRISTINA STORCK / THOMAS DUPRÉE / PÁL L. BÖLCSKEI</b>	
Klasse2000 – an elementary school program for health promotion and the prevention of substance abuse and violence .....	53
<b>HEIDRUN MAYER / RENATA TUKAC / HERBERT SCHEITHAUER</b>	
Papilio - Preventing Behavioural Disorders and Promoting Social-Emotional Competence in Preschool Children in Germany .....	59
<b>ALASTAIR GRAHAM / CHRIS GILES / MICHAEL KRAUSE / UDO LANGE</b>	
Violence Prevention through Urban Upgrading in Khayelitsha, Cape Town, South Africa: Achievements and Trends of a Bilateral Financial Cooperation Programme .....	67

**Other content of the congress**

GERMAN CONGRESS ON CRIME PREVENTION AND PARTNERS

Hanover Declaration of the 14th German Congress on Crime Prevention.....91

ERICH MARKS / KARLA SCHMITZ

An overview of the 14<sup>th</sup> German Congress on Crime Prevention 2009.....95

**Contributions from partners of the Annual International Forum**

MICHEL MARCUS

Crime Prevention: An International Journey.....123

**Programme of the 3<sup>rd</sup> Annual International Forum**

**Authors**