

THE JOBURG CITY SAFETY STRATEGY

EXECUTIVE SUMMARY

1. Why a revised Joburg City Safety Strategy (JCSS)?

Johannesburg continues to grow at a rate in excess of any of its national counterparts, as people move to the city from across South Africa and beyond, in search of better prospects. The city's potential to support this expanded population in a sustainable way depends on careful planning and development, with both the experience and perception of city safety acknowledged as one of the key factors that supports ongoing growth. It is therefore critical that the City of Johannesburg (CoJ) manages urban safety proactively, in collaboration with its citizens, key stakeholders and partners. Safety challenges undermine the quality of life all within the city experience on a daily basis, while also threatening achievement of the CoJ's vision for the Johannesburg of the future, as reflected in the Joburg 2040 Growth and Development Strategy (GDS):

“Johannesburg – a World Class African City of the Future – a vibrant, equitable African city, strengthened through its diversity; a city that provides real quality of life; a city that provides sustainability for all its citizens; a resilient and adaptive society”
(CoJ 2011a, p. 3)

The CoJ recognises the need for a tailored, multi-disciplinary and multi-agency approach to address urban safety considerations successfully. Delivery on the goal of building a truly safe city hinges on collaboration between and involvement of numerous role-players, and the extent to which all collectively target the same set of objectives.

The municipality's first integrated safety strategy, the 2003 Joburg City Safety Strategy (JCSS), and the related JCSS Implementation Plan, both reflect this approach. The strategy was updated in 2006 to take on board new insights from practice. A revision is now necessary, given significant changes within the CoJ and the broader city environment. There is also renewed emphasis on the importance of understanding safety-related issues at a local level, to support improved community safety. Local government has a particularly important role to play in implementing localised solutions to city safety.

Box 1.1: Objectives behind the revision of the JCSS

The revised JCSS aims to support **further institutionalisation of city safety**:

- **Drawing on CoJ-specific safety-related insights** emerging from practice
- Providing a **framework to guide future interventions and plans**
- Ensuring interventions are founded on **accurate, real-time data**
- **Strengthening key inter-agency initiatives**

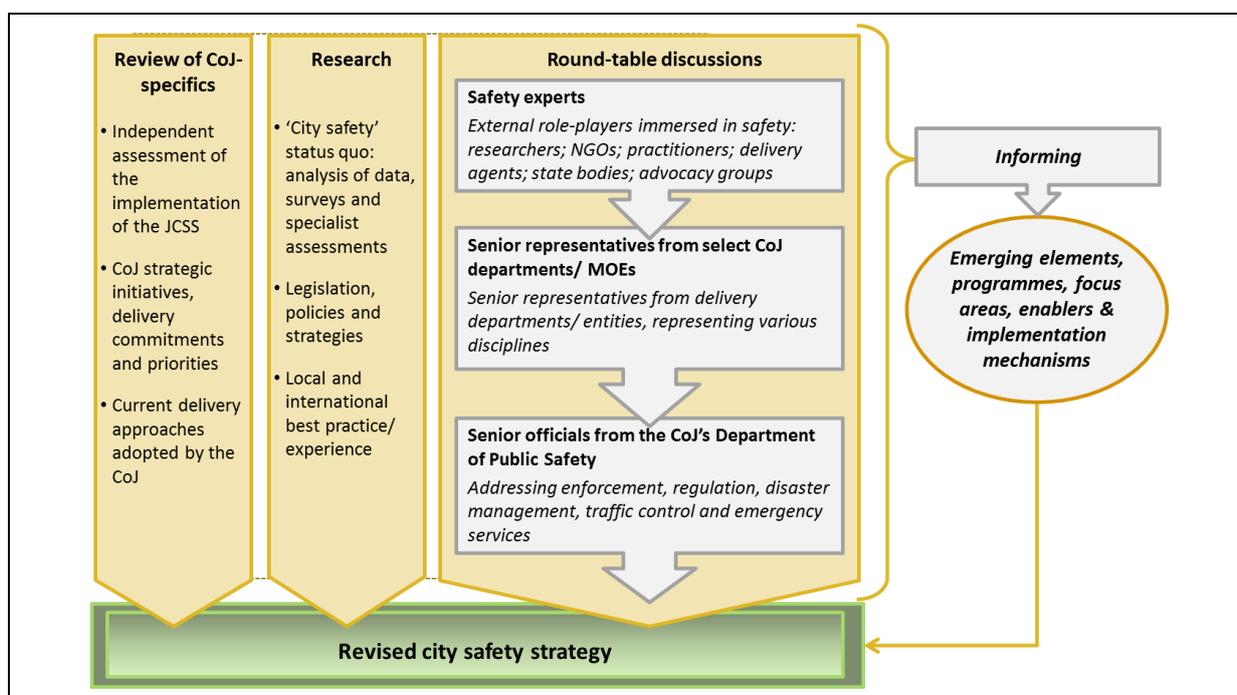
- **Improving the experience citizens have of city safety**, and delivery by safety-related role-players
- **Shifting the image held of Johannesburg** as a city that is not safe
- **Emphasising the need to tackle the underlying causes** of poor safety

2. Methodology followed in revising the JCSS

The revision of the JCSS involved a comprehensive process – as outlined below and in the figure that follows:

- Inclusion of recommendations arising from the most recent independent review of the JCSS and its implementation;
- A review of the CoJ’s strategic initiatives, priorities and safety-related practices;
- Consideration of the legislative, policy and strategy context;
- A review of local and international benchmarks, best practice and experience;
- Analysis of current urban safety trends and realities pertaining to the city;
- Gathering inputs from a range of stakeholder groups (internal and external to the City¹) in respect of city safety challenges and opportunities; and
- Identification of the requirements to support improved ownership of and accountability for the JCSS.

Figure 2.1: Revising the JCSS – a process overview



¹ Via roundtable discussions.

3. Policy and strategy context

Locally focused safety measures included within the revised JCSS are informed by policies and strategies at a national, provincial and local level, in addition to global perspectives on city safety. Some of the key policies and strategies taken into consideration include:

- At a CoJ level: the Joburg 2040 GDS and aligned strategy documents, including the City's five and one-year Integrated Development Plans (IDPs);
- At a national level: the National Development Plan, the Integrated Social Crime Prevention Strategy, the Draft White Paper on Safety and Security and the Draft Integrated Urban Development Framework; and
- At a provincial level: the Gauteng Safety Strategy.

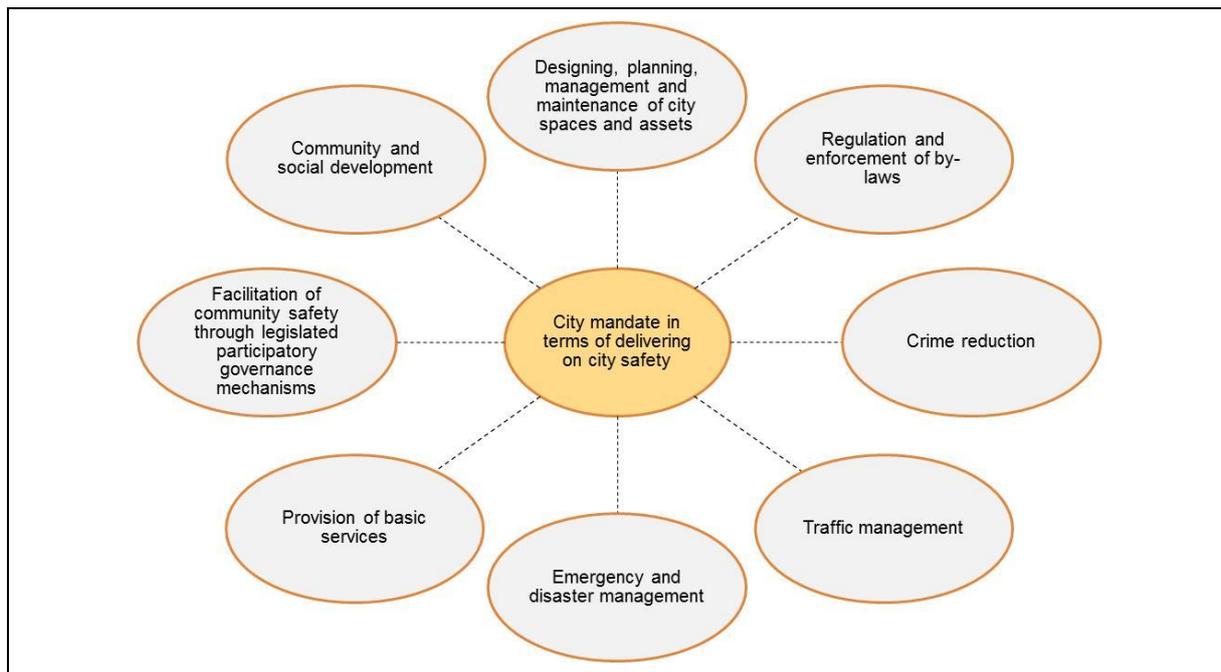
In refining the JCSS, attention has been placed on ensuring alignment with the above – with emphasis on those areas of relevance to a local government context. In terms of alignment with the City's long-term strategy, it is important to note that while the establishment of a safe city primarily supports delivery on the first GDS outcome ('Improved quality of life and development-driven resilience for all'), it also contributes to the other three GDS 2040 outcomes as follows:

- Outcome 2, by supporting the establishment of liveable, sustainable urban environments through addressing safe eco-mobility, safe human settlements and climate change related risk management;
- Outcome 3, by promoting the necessary conditions for economic growth and employment; and
- Outcome 4, through fostering proactive and collaborative engagements and partnerships with citizens – and through targeting delivery of a professional, trustworthy safety service.

4. Role-players and associated roles in delivering on city safety

The growth of a safe city hinges on the involvement of role-players from multiple sectors. The responsibility does not rest with the CoJ alone. Similarly, within the CoJ itself, safety issues are not solely the domain of traditional 'safety' service providers such as Public Safety (i.e. the Johannesburg Metropolitan Police Department, Emergency Management Services and Disaster Management). Instead, numerous role-players have a role to play in contributing to urban safety. The City's safety-related mandate is reflected in the diagram below.

Figure 4.1: The CoJ's safety related mandate – as local government



While the areas of accountability detailed above may not be new, the key question that requires focus is how the CoJ can deliver on its duties in a way that fundamentally shifts the experience of city safety (e.g. when addressing roadblocks, enforcing speed limits, enforcing by-laws and responding to development applications). Effective delivery depends on a multi-faceted and collaborative approach.

In addition to the specific safety-related roles the CoJ plays in line with its legislated mandate, it also provides the following safety-related support, in partnership with other stakeholders:

- **Advocacy:** Championing safety issues – shifting perceptions, driving prioritization;
- **Information provision:** Gathering, analysing and sharing data and trends;
- **Facilitation and coordination:** Facilitating and coordinating collective initiatives; and
- **Monitoring and evaluation:** Leading in terms of ongoing analysis of the JCSS' implementation.

The JCSS also reflects on the role of numerous other key stakeholders in respect of city safety. Emphasis is placed on the following categories of role-players:

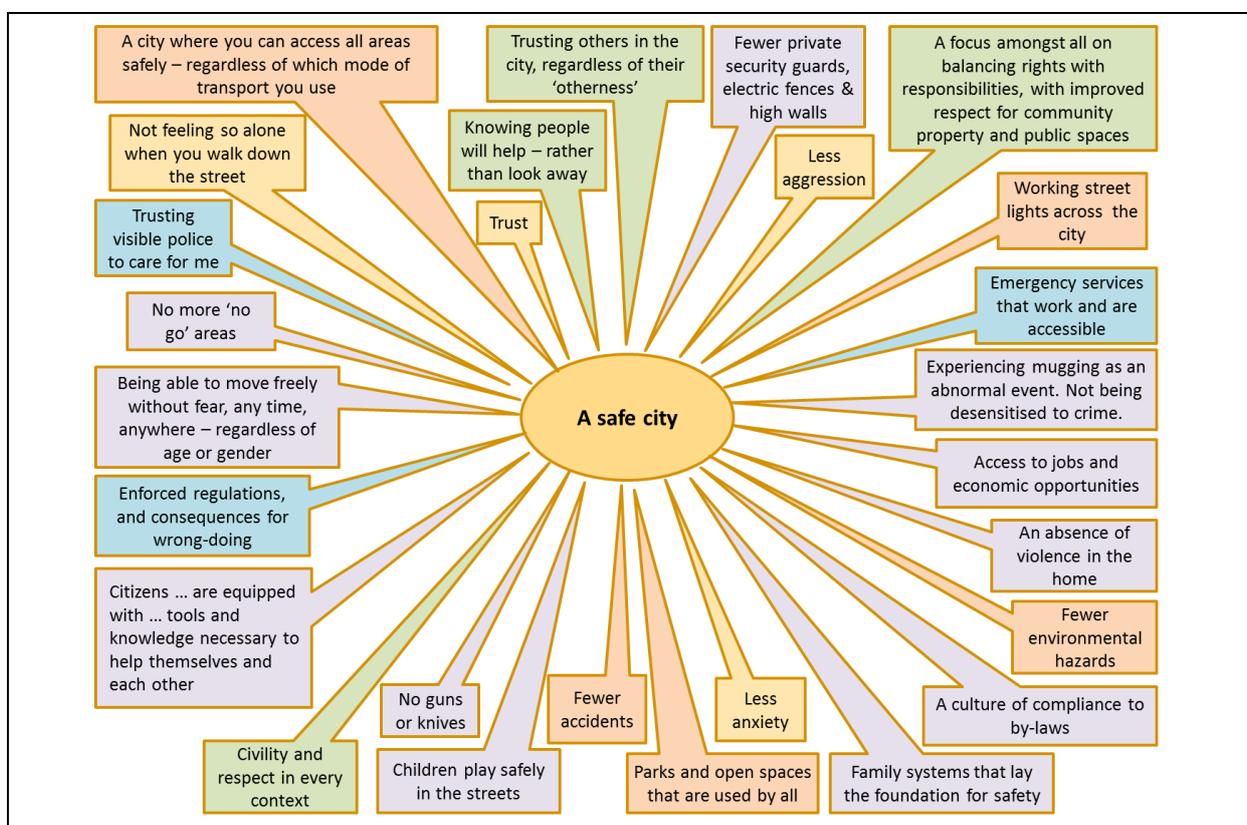
- National and provincial government role-players and entities;
- Non-Governmental Organisations, Faith Based Organisations, Community Based Organisations, research bodies and tertiary institutions;
- The business community and organised labour;
- Communities, Community Policing Forums and other community interest groups;

- Organisations directly involved in security; and
- Households and individuals.

5. What is a 'safe city'? Stakeholder inputs – and an emerging vision

The consultation process carried out in support of the revision of the JCSS included engagement with various city role-players, including urban safety experts, citizens and senior CoJ officials actively involved in safety related initiatives. The figure below reflects some of the emerging ideas participants indicated they would experience, see and feel if Johannesburg was a truly safe city

Figure 5.1: 'A truly safe city: what would you experience, see and feel?'



Responses reflect on city safety as the following:

- A way of engaging;
- A feeling;
- An experience arising from reliable service delivery by safety-related service providers;
- The visible impact of delivery of other city services that contribute to a safe environment; and
- The establishment of a different type of society.

While some levels of change may be possible in the short to medium-term, other levels hinge on long-term interventions. The above aligns with the Joburg 2040 GDS' view of city safety as extending beyond crime and violence to include the notion of 'well-being'. The GDS highlights safety as a priority that targets justice, fairness and engagement, in addition to regulation, law enforcement and urban management.

Emerging from the above is the CoJ's vision for a safer Johannesburg – with this serving as a guide for all city safety efforts. Elements reflect the foundation established through the initial JCSS, while also building on good practice, principles and the insights arising from research and stakeholder engagement undertaken during the strategy review.

Box 5.1: Vision for a safer Joburg

VISION FOR A SAFER JOBURG

A city where everyone feels and is safe

A city in which safety is supported by a culture of respect and care

A city that provides for equitable access through welcoming public spaces, trustworthy public transport and safe streets

A city designed and managed with safety in mind

A vibrant, thriving city that fosters individual, family and community well-being, resilience, prosperity and self-sustainability – where all are able to reach their full potential

A city in which emergency management, disaster management, law enforcement and regulatory role-players are relied on and respected, as an integral part of a well-functioning safety system

A city in which safety is 'grown' through the collective efforts of everyone

6. Challenges to city safety

The review of challenges to city safety are framed in the context of the following categories:

- Structural and social risk factors affecting city safety;
- Crime and violence realities in the city;
- Mobility and transport-related considerations; and
- Environmental and man-made hazards, and challenges associated with safety-related service delivery in the city.

Some of the key considerations in respect of each of these areas are reflected below.

Box 6.1: Structural and social risk factors impacting safety

- Rapid urbanisation and densification, alongside urban sprawl
- Significant population growth rate, placing additional strains on scarce resources
- Specific population dynamics, including the emergence of a youth bulge – further complicated by significant youth unemployment
- High levels of unemployment, poverty and inequality –and persistent multi-generational poverty and multiple forms of deprivation
- Growth in informal settlements, gated communities, security estates and privatisation of city space – requiring different types of service provision by the City, and resulting in alternate urban realities that contrast with the objective of an integrated, liveable city
- Large distances between where people live and work, necessitating long daily commutes on multiple modes of transport
- Climate change and environmental and man-made risks – including acid mine drainage, pollution and fires, and the location of human settlements on dolomitic land, former mine dumps and flood zones
- Poor levels of interpersonal trust and social cohesion
- Continuous advancements in technology – presenting an opportunity for a ‘smart’ approach to city safety issues, and resulting in new types of crime and safety concerns
- Numerous poorly coordinated ‘safety’ role-players operating across the urban space

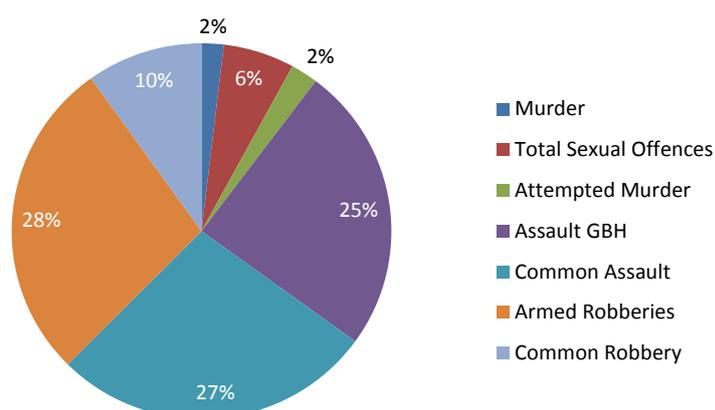
The above calls for:

- Careful management of resources – and alternative types of resources – given the shifting form of the city
- Adoption of more tailored and varied approaches to address safety, in ways that maximise impact
- The JCSS to be supported by efforts to counter key socio-economic factors and structural constraints, if outcomes achieved are to be sustainable (particularly given the vulnerabilities faced by many – with the urban poor being most affected by low levels of safety due to their limited access to resources, and their already-diminished levels of resilience)

Box 6.2: Realities relating to the city's crime and violence status quo

- The most critical categories of 'crime and violence', on the basis of data and the extent to which these impact on/ shift perceptions of safety, include:
 - Violent crime – with particular emphasis needed on the following, given the prevalence and the rate of increase in occurrence: aggravated or armed robbery; common assault; assault with the intent to inflict Grievous Bodily Harm ('Assault GBH'); murder (with the relative contribution of these categories to 'violent' crime' reflected below).

Figure 1: Crime category contribution (by %) to violent crime in Jhb



- The 'quattro' set of 'aggravated robbery' sub-categories – i.e. adding 'street robbery' to the trio crimes of 'house robbery', 'non-residential robbery' and 'hijacking' that are traditionally prioritised, given that street robberies often impact those who are less well-off (Bruce 2014), and account for 58% of all aggravated robberies in 2013/14 (ISS 2014)
- New forms of crime such as cable theft and theft of city assets, given the significant impact of these crimes on daily services, and the functioning of and life in the city
- The following trends require attention – with focus also needing to be placed on alternative approaches through which to address safety concerns (given insights emerging from impact assessments of safety-related actions):
 - The increase in the extent to which criminals are targeting small and medium-sized enterprises
 - Increases noted in terms of drug-related crimes – nationally, provincially and locally
 - Significant increases in terms of cases of people 'driving under the influence'
- Categories reflecting the most significant percentage increase between 2012/13 and 2013/14 include: drug-related crime; public violence (although the latter reflects an increase off a low base); driving under the influence
- Evidence points to geographical areas requiring targeted intervention (e.g. the significant rise in the number of cases of 'violent crime' in areas such as Roodepoort) – with the analysis of crime also serving as an indicator of other factors, such as urban decay. Precincts with the highest number of violent crime incidents are reflected below (with details of the rate of violent crime also included in terms of the number of incidents per 100 000). This is reflected below.

Table 1: Stations with highest number of violent crime incidents

Station Name	2012/13	2013/14	Annual change	Rate
Johannesburg Central	4491	4665	4%	8654
Hillbrow	4144	4110	-1%	2786
Moroka	3518	3292	-6%	1311
Alexandra	2866	3102	8%	1656
Honeydew	2803	2861	2%	1230
Roodepoort	2514	2853	13%	998
Dobsonville	2204	2429	10%	1606
Jeppe	2265	2290	1%	3410
Eldorado Park	2362	2265	-4%	2907
Meadowlands	2087	2165	4%	1429

- Linked to the above, current realities highlight the need for identification and targeting of particular hot spots when dealing with individual categories of crime – and the importance of understanding geographically-specific safety concerns and needs, to ensure appropriate, tailored responses with meaningful impact.
- Analysis of particular factors associated with category-specific statistics highlights the importance of adopting a tailored category-specific approaches – e.g.:
 - The majority of cases of murder, attempted murder and rape involve a known perpetrator
 - Emphasis in these cases needs to be placed on the socio-economic conditions at the root of these crimes (e.g. via targeting urban upgrade strategies, by-law enforcement, alcohol legislation enforcement and firearm control)
- Safety is influenced by both realities and perceptions of safety, or the lack thereof – given the direct impact on behaviour, and safety realities. Any strategy must target perceptions and realities, for meaningful impact.
- Perception surveys highlight very different experiences of city safety at day versus night, with tailored safety strategies needing to be adopted to address different times of day – with 70% of respondents to the 2013 Quality of Life (QoL) Survey indicating they felt ‘a bit unsafe’ or ‘very unsafe’ at night, while 13% felt this way during the day (GCRO 2014a).

The analysis of crime statistics also highlights the following:

- The importance of delivering collaborative multidisciplinary and multi-agency responses to safety-related challenges – with this emerging as critical in light of the numerous factors that contribute to safety concerns.
- Critical challenges associated with crime statistics:
 - SAPS does not provide details of the geographical distribution of various crimes within each specific precinct – and Police station boundaries do not align with municipal wards;
 - SAPS crime statistics are only received on an annual basis, a number of months past the end of the related financial year – resulting in data being out of date;
 - Certain categories of crime statistics are too broad, with critical data not ‘visible’ (e.g. the category of ‘sexual offences’, which ‘hides’ data relating to

key sub-categories such as rape; the category of 'all theft not mentioned elsewhere', which dilutes data associated with theft of non-ferrous metal such as copper cable); and

- Certain categories are unreliable, as crimes are not reported.

While some of the matters detailed do not fall strictly within the domain of the City's mandate, the City can play a valuable role – e.g. through:

- Lobbying for action and encouraging/ leading collaborative multidisciplinary and multi-agency responses to localised safety-related challenges;
- Highlighting the importance of refined crime-reporting categories, given the direct impact on crime-related intelligence and associated planning at a city-specific level;
- Engaging with the SAPS for assistance in ensuring more regular (e.g. monthly) provision of precinct-specific crime statistics, to support real-time geographically informed analysis and action;
- Information provision, with entities such as City Power and the Johannesburg Roads Agency being well-positioned to provide critical information and trends in respect of matters such as copper cable theft and damage to infrastructure to role-players such as the JMPD (internally) and the SAPS (externally); and
- Encouraging reporting of incidents in respect of key sub-categories such as street robbery and rape².

Box 6.3: Mobility and transport related considerations impacting city safety

- Challenges relating to 'the geography of mobility and transport-related safety' include the fact that:
 - Considerable distances separate high population density areas (e.g. Soweto) from business centres such as the Inner City or Sandton, necessitating lengthy daily commutes
 - A lack of access to safe public transport and long daily commutes on multiple modes of transport means that commuters are exposed to significant safety concerns (e.g. street crime; accidents)
- Analysis of the prevalence of road accident related fatalities in the city highlights:
 - That the combination of an unreliable public transport system, an increase in the number of cars on roads and poor driving practices accounts for significant volume of accidents and fatalities, with pedestrians accounting for many deaths
 - A set of key patterns associated with fatalities on the city's roads – as reflected in the table below (sourced from CoJ Public Safety Department's analysis of statistics from the DIAS system, using JMPD and SAPS data), with:
 - Total fatalities per annum across the period reflecting a decreasing trend
 - Key trends relating to accidents per region (Region F consistently reflects the highest percentage of fatalities. followed by Region C and Region A)

² With the Medical Research Council estimating that only one in nine rapes is reported, with the actual number of rapes nationally (and in Johannesburg) therefore estimated to be significantly higher than official numbers.

- Accidents often linked to issues such as unsafe road crossings, loss of control due to fixed objects, collisions and jay-walking – with the increase in the number of cases of ‘driving under the influence’ also contributing
- Accidents occurring most frequently between 06h00 and 09h30 and 16h00 and 19h00, with these times corresponding with peak traffic times during which the highest volume of vehicles are on roads

Table 1: Road accident related fatalities for the period 2006 to 2013

Year	2006			2007			2008			2009		
	Total	% Fatalities	Region									
Region-specific fatalities	87	11.7	A	96	14.3	A	73	12.2	A	74	15.8	A
	103	13.9	B	69	10.3	B	73	12.2	B	40	8.6	B
	110	14.8	C	104	15.5	C	94	15.7	C	68	14.6	C
	78	10.5	D	76	11.4	D	73	12.2	D	52	11.1	D
	111	15.0	E	95	14.2	E	84	14.0	E	63	13.5	E
	177	23.9	F	150	22.4	F	118	19.7	F	124	26.6	F
	76	10.2	G	79	11.8	G	85	14.2	G	46	9.9	G
Total	742	100.0	ALL	669	100.0	ALL	600	100.0	ALL	467	100.0	ALL
Year	2010			2011			2012			2013		
	Total	% Fatalities	Region									
Region-specific fatalities	64	14.3	A	69	17.0	A	43	10.6	A	59	14.1	A
	41	9.2	B	46	11.3	B	37	9.2	B	47	11.2	B
	62	13.8	C	71	17.5	C	53	13.1	C	69	16.5	C
	50	11.2	D	22	5.4	D	43	10.6	D	49	11.7	D
	47	10.5	E	52	12.8	E	42	10.4	E	44	10.5	E
	130	29.0	F	103	25.4	F	114	28.2	F	98	23.4	F
	54	0.0	G	43	10.6	G	72	17.8	G	53	12.6	G
Total	448	100.0	ALL	406	100.0	ALL	404	100.0	ALL	419	100.0	ALL

KEY

- Highest number of fatalities
- Second highest number of fatalities
- Third highest number of fatalities

- Road infrastructure related challenges include, amongst others, infrastructure vandalism and vandalism of road traffic equipment, underground water and overloading of road infrastructure

The above highlights the need for a comprehensive and evidence-based approach to counter injuries, fatalities and other risks. A broad spectrum of road safety education and values-outreach programmes is required, together with traffic enforcement measures and interventions to support both a shift in social behaviour, and improved road safety for all users. These programmes need to be supported by road infrastructure interventions, targeting the challenges highlighted above. To cater for these issues, a review of resources and possible alternative delivery approaches is needed – with this being particularly important in the context of significant population growth and the city’s geographical spread. Year-on-year increases in the number of vehicles on the roads further necessitates a regular review of the City’s resource allocations to related public safety services (where this includes emergency services, in addition to traffic enforcement and related support).

The City’s Corridors of Freedom (CoF) programme also serves as a key mechanism through which the CoJ plans to remedy some of the challenges associated with Johannesburg’s apartheid spatial legacy. The programme targets transit-oriented development, with ‘corridors’, strengthened by complete streets and quality public transport, serving as the backbone for integrated, multi-use developments. This promotes safety in numerous ways (e.g. through encouraging transit practices that reduce environmental harm, improving the urban environment and associated facilities, and decreasing the need for long commutes).

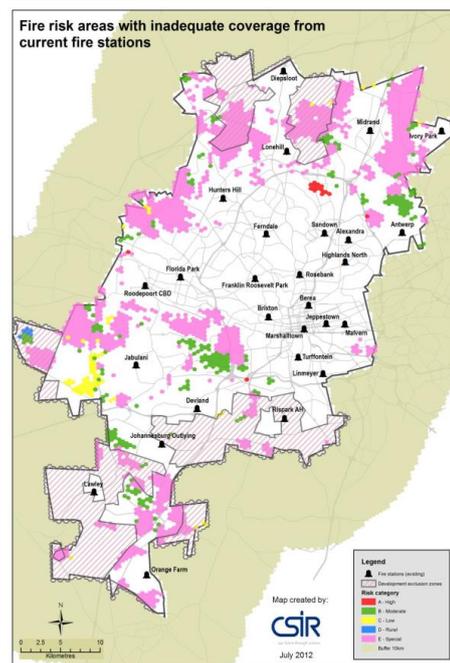
With the CoF resulting in new patterns of movement, densification and a concentration of activity, this will also necessitate the introduction of new alternative approaches to safety.

Box 6.4: Environmental and man-made hazards, and challenges in delivering safety-related services in the city

- Environmental hazards are a frequent reality for many in the city, with informal settlements particularly located in places with heightened risk of fires, flooding, pollution and other forms of environmental harm
- The poorest within the city are often confronted with multiple forms of deprivation – impacting resilience to environmental challenges
- Informal settlements face additional risks – e.g. difficulties faced by emergency staff in accessing people in need of safety-related support, given settlement forms
- The CoJ’s service footprints tend to be concentrated in the more prosperous and established areas of the city, with delivery efforts in deprived areas hinging on alternative service approaches
- Some 18% of the city’s total population remains unserved by a fire station
- A number of stations face significant demand for services (e.g. Jabulani Station, which serves a population in excess of 800 000)
- Accessibility in areas of special risk only stands at 61% (with this applying to 12% of the city’s total population)
- The map alongside reflects fire risk areas within the city inadequate coverage from current fire stations, with:

- Risk areas identified through a combined analysis of risk category, and time taken to travel to areas from existing stations
- Areas classified according to the risk category of their land use or development type, with the level of risk necessitating a faster response time
- High risk areas including the Central Business District (CBD) and developments characterised by extensive commercial and industry activity (to be reached within 8 minutes), while conventional residential areas are deemed low risk (with access to be made within 13 minutes)

(Source: CSIR, and the CoJ Development Planning Department’s Transformation Directorate)



Establishing specifics on a ward-by-ward basis is key in ensuring appropriate levels of preparation to all forms of potential risk. The above also highlights the need to:

- Constantly review delivery approaches and resource requirements, linking these with geographically-specific needs; and

- Establish alternative models for service delivery in the context of urban sprawl and rapid changes to the nature of suburbs.

While the above also points to the importance of a strengthened disaster risk and management focus, this is not the core of this strategy, given the breadth and scope of issues requiring attention in a full disaster management strategy. Both strategies will however need to be aligned to support the delivery of an integrated safety service.

7. What does this mean for the revision of the JCSS?

While some of the approaches and mechanisms included within the original JCSS remain valid, the above analysis highlights the need for:

- The City to focus its safety strategy, operational practices and resources in a way that accommodates and appropriately addresses emerging priorities and changing urban safety realities;
- Cross-City planning processes, decisions and resource allocations relating to safety issues to be based on accurate and current statistics, insights and analysis;
- Operational ‘safer city’ efforts to target geographically-specific priorities; and
- A common foundation from which all role-players within the City can address emerging challenges in a holistic and integrated manner for maximum impact, given the multifaceted nature of ‘unsafety’.

Urban safety is increasingly becoming a priority for the City and its counterparts at a national and international level. While certain safety interventions will only lead to visible outcomes in the medium to long-term, others may result in meaningful results in the short term. The analysis points to priorities that fundamentally impact the quality of life and sense of safety citizens experience on a daily basis (e.g. high levels of street crime; aggravated robberies). Concentrated effort on a range of short-term interventions by the City and its partners may provide the tipping point for a safer city – with examples of quick-win interventions detailed below in the left hand column, alongside proposed medium to long-term interventions.

Table 7.1: Examples of short-term versus medium to long-term interventions

Short-term interventions	Medium to long-term interventions
<ul style="list-style-type: none"> • Bolster communication and education campaigns relating to urban management and by-law issues, to foster a better understanding of and compliance with defined by-laws • Ensure more effective by-law enforcement of by-laws with the greatest impact³, and 	<ul style="list-style-type: none"> • Introduce and ensure consistent application of a set of standardised ‘safe city’ norms and standards, to be included in approval processes relating to designs for all urban spaces (whether a ‘privatised’ or public urban space) and buildings

³ Particular focus could be placed on those issues that lead to increased interpersonal violence (e.g. alcohol abuse), with the CoJ able to play a critical role through activities such as by-law enforcement of taverns and other liquor outlets, and improved liquor regulation.

Short-term interventions	Medium to long-term interventions
<p>systematic follow-through in terms of the associated sanctions</p> <ul style="list-style-type: none"> • Target a reduction of street robberies and contact crimes, given the volume of such crimes and their impact in terms of instilling fear, with effort placed on impacting key geographical areas via: <ul style="list-style-type: none"> ○ Targeted stop and search procedures to reduce the prevalence of illegal weapons (guns and knives) ○ A focused anti-robbery strategy, rolled out in collaboration with other role-players (with the SAPS serving as lead role-player, and the CoJ assisting via, for example, strategic patrols and location of JMPD officers, and establishing trust relationships with communities through the provision of a professional policing service) • Build community awareness of preventative measures against and appropriate responses to various risks, given the increasing growth in the city's size and shifts in its urban form (with emphasis on a multi-pronged approach to building community resilience) • Target the Inner City for implementation of the revised strategy in geographically tailored manner – with: <ul style="list-style-type: none"> ○ Concentrated delivery by all City role-players to ensure a shift in the perception and experience of safety in the short term ○ Focus on coordinated delivery on all areas of city safety (e.g. crime; violence; by-law enforcement; emergency services support; urban planning and management; social support) • Put in place the necessary foundation for ongoing information collection and analysis at a geographical level, to inform actions and long-term solutions 	<ul style="list-style-type: none"> • Build on the work of the original JCSS in driving 'Crime Prevention through Environmental Design' (CPTED) principles, by ensuring a sound understanding of and consistent application of CPTED principles by all role-players within the CoJ • Implement a holistic, integrated social crime and violence prevention strategy that takes into account the understanding that violence prevention is not a function of policing alone – with interventions “designed to modify the risk factors among individuals or groups of individuals (as opposed to situations or places) by using psychological, sociological or community-oriented measures” – “strengthening social cohesion and social fabric, by encouraging and empowering individuals, families and communities to participate in their development and decision-making” (DSD 2011, p. 11) • Ensure capacitation of community-oriented safety-related service providers within the CoJ through targeted training, recruitment, ongoing community engagement and the establishment of a more personalised service (e.g. providing communities with the names and contact details of those service providers who support their communities on a daily basis; rolling out first aid training and disaster management training across communities at risk) • Put in place more geographically dispersed response points across the city's geography, to support improved response times by emergency management services –supporting this with alternative models of delivery, developed in conjunction with communities • Implement a smart-phone 'Safe City' application or 'app' for citizens to use for reporting environmental hazards, safety risks, criminal activities or unsafe practices⁴ – in this way enabling citizen activism, while also growing city safety

⁴ Similar to the Johannesburg Roads Agency's App.

8. The revised JCSS: Outcomes

In determining what should be included or excluded from the JCSS, two key questions emerge:

- What are the areas to which the CoJ, as local government, can contribute directly to improve city safety?
- In which ways can the CoJ play a support, facilitation, coordination and advocacy role with others, to build a safer city?

The revised JCSS calls for the progressive realisation of city safety. In responding to its changing context, the strategy therefore includes a focus on short, medium and long-term ‘acupuncture points’ – taking the role of the CoJ and other stakeholders into account.

Building on the insights arising from the stakeholder engagement process, the analysis carried out in terms of the city’s status quo, inputs in terms of the role of the CoJ vis-à-vis other stakeholders in building city safety, and the emerging areas of focus as outlined above, the revised JCSS targets three key outcomes:

JCSS Outcome 1: A well-regulated, responsive city;

JCSS Outcome 2: Safe and secure urban environment and public spaces; and

JCSS Outcome 3: Informed, capacitated and active communities.

The tables below reflect each outcome, including focus areas, key elements for delivery and the associated desired future state. The final table reflects on cross-cutting ‘enabler’ interventions that, if implemented appropriately, could fundamentally shift safety in the city. These include interventions focused on the promotion of active citizenry in relation to city safety, and the implementation of a ‘smart safety’ approach across all delivery aspects.

Table 8.1: Delivery elements for Outcome 1 ('A well-regulated, responsive city')

Focus areas for delivery	Key elements of delivery	Desired future state
Strengthening by-law compliance for a well regulated and functional city	<ul style="list-style-type: none"> • Review critical by-laws, in line with city challenges (e.g. cable theft; loss of city assets) • Roll out of simpler processes, forms and information to aid and make compliance 'easier' • Ensure ongoing intelligence gathering in terms of by-law contraventions, to aid inter-agency initiatives • Roll out reliable and consistent enforcement efforts (proactive and reactive) • Deliver awareness-building and education programmes (e.g. regarding illegal activities that influence street crime and violence, in particular: liquor outlets; informal trade; illegal dumping and pollution; theft of city assets) • Strengthen municipal by-law court (including via engagement with prosecutors on the CoJ's by-laws), for consistent application of consequences 	<ul style="list-style-type: none"> • Consistent enforcement of by-laws • A progressive reduction in by-law contraventions, leading towards a by-law compliant city • Behaviour change – reflecting a culture of respect and civility • Citizen participation in creating a safe city • A 'complete', effective justice system
Ensuring safe transport and mobility through traffic management, enforcement and education	<ul style="list-style-type: none"> • Build public confidence and awareness through road safety initiatives and media campaigns (education; engineering; environment; emergency care) • Target enforcement approaches known to diminish traffic-related fatalities and create changes in driver behaviour • Employ technology for real-time tracking of traffic-related issues 	<ul style="list-style-type: none"> • Safe driver and pedestrian behaviour, with fewer accidents and road fatalities • Safe mobility • Improved confidence in and greater use of public transport – supporting a more sustainable, environmentally sound city
Crime reduction	<ul style="list-style-type: none"> • Develop regional crime reduction plans based on reliable and relevant data – with focus on: <ul style="list-style-type: none"> ○ Inputs from community safety audits targeting vulnerable neighbourhoods ○ Identified hotspot locations on streets 	<ul style="list-style-type: none"> • A peaceful city that is aggression and violence-free • Weapon-free public spaces • A reduction in crime, and the fear of crime • Trusted, consistent, professional and engaged

Focus areas for delivery	Key elements of delivery	Desired future state
	<ul style="list-style-type: none"> ○ Gun and knife recovery via stop and search ○ City safety: Day and Night (differentiated interventions) ○ Compliance to alcohol regulations ○ Aggravated robbery - targeting street robbery, house robbery, business robbery and car-jacking, in collaboration with other role-players ● Improve police presence through Joburg 10+: with targeted focus areas that are responsive to the top crimes per region ● Strengthen ward based policing through: <ul style="list-style-type: none"> ○ Ongoing quality training and capacity building ○ Improving citizen communication and participation, to support effective safety planning and delivery of interventions 	<ul style="list-style-type: none"> ○ safety role-players ● Community members know and can access their public safety support role-players
Strengthening emergency services and management	<ul style="list-style-type: none"> ● Ensure delivery in line with Customer Service Charter standards ● Emphasise improved delivery by 'first responders' – making optimal use of the golden hour ● Strengthen Emergency Services capacity to meet the needs of the current and future growth of the city ● Deliver awareness and training programmes to capacitate and inform citizens in terms of preparedness for/ management of emergencies (with focus on children and the elderly) 	<ul style="list-style-type: none"> ● Reliable and responsive emergency management services ● Trusted, consistent, professional and engaged safety role-players ● Resilient communities
Improving risk and disaster mitigation and management	<ul style="list-style-type: none"> ● Develop integrated Disaster Risk Mitigation Plans in geographically-specific high risk areas ● Undertake risk mapping and management with parastatals and other role-players (e.g. mapping location of gas pipes and other 'unknowns') ● Build informed and capacitated citizens through education outreach programmes and disaster readiness training 	<ul style="list-style-type: none"> ● Reliable and responsive disaster management services ● Resilient communities ● Disaster-ready local government

Table 8.2: Delivery elements for Outcome 2 ('Safe and secure urban environment and public spaces')

Focus areas for delivery	Key elements of delivery	Desired future state
Growing safe urban environments through situational crime prevention and social interventions	<ul style="list-style-type: none"> • Undertake major community safety audits and analysis in strategic locations (supporting situational crime prevention through improved holistic design i.e. 'CPTED') with focus on: <ul style="list-style-type: none"> ○ Vulnerable neighbourhoods ○ Joint solution development, involving partnerships and communities • Implement technology-based crime mapping and safety analysis to holistically improve safety of urban environments • Implement safe design guidelines (CPTED) in all of the City's design, planning and development processes • Develop a 'parks and open spaces safety framework' and supporting guidelines, to achieve regular management and maintenance of city parks and open spaces 	<ul style="list-style-type: none"> • Well-used, safe and accessible parks, open spaces, streets and facilities • A clean, hazard-free environment • Ongoing management and mitigation of risks • Consistent application of 'safe city' norms and standards in all areas of urban planning, design and management • Improved design, planning and development of safe communities
Supporting functional, well-maintained and managed public environment, infrastructure and facilities	<ul style="list-style-type: none"> • Inform urban management plans through implementing a 'Safe City' app to enable citizens to report on safety related environmental issues (e.g. dysfunctional street lights; 'bad buildings'; long grass – hampering visibility) • Recover parks/ open spaces through joint City-community park safety plans/ interventions • Facilitate place-making programmes focussed on surveillance, safety and improved use 	<ul style="list-style-type: none"> • Safe, well-maintained public infrastructure and assets (e.g. roads, pavements, storm-water, lighting, transport, infrastructure, buildings) • Well-used, safe, accessible parks, open spaces and facilities • Behaviour change in line with safer city practices • Ongoing management and mitigation of risks
Tailoring safety initiatives to support transformation	<ul style="list-style-type: none"> • Institutionalise safety guidelines at various levels of planning – i.e. Spatial Development Frameworks, Strategic Area Frameworks, 	<ul style="list-style-type: none"> • Consistent application of 'safe city' norms and standards to urban planning, design and

Focus areas for delivery	Key elements of delivery	Desired future state
projects	<p>Precinct Plans, Settlement and Erf scales</p> <ul style="list-style-type: none"> • Review road traffic by-laws and redesign visible policing practices that are responsive to densification and increased use of pedestrian and non-motorised modes of transport and increased crime patterns and hotspots along these nodes. (e.g. introduction of bicycle and foot patrols) 	<p>management</p> <ul style="list-style-type: none"> • Targeted safety support for nodes, new developments and areas of increased movement of goods, people and services – taking into account long-term population shifts and movement of the city's people • Ongoing management and mitigation of risks

Table 8.3: Delivery elements for Outcome 3 ('Informed, capacitated and active communities')

Focus areas for delivery	Key elements of delivery	Desired future state
Building informed and healthy communities through targeting prevention of risk, and rehabilitation of youth and children at risk	<p>Implement targeted social crime prevention programmes for youth and children:</p> <ul style="list-style-type: none"> • Roll out targeted children and youth-focused vulnerability and risk reduction support programmes (ECD centres; kindergartens; SERTs) • Provide support to parents to establish healthy parenting skills and reduce violence in the home • Provide targeted children and youth development programmes in community facilities • Deliver integrated support services and opportunities (Jozi@Work and work opportunities; grants; public health; sports, arts and recreation; environmental and cultural activities) • Provide communities with opportunities to shape their local spaces with respect to parks and public open spaces (e.g. via Jozi@Work) 	<ul style="list-style-type: none"> • Expanded opportunities for all: education, resources, employment, health, social skills • De-normalisation of violence and entrenchment of a culture which values life • Proactive support for the vulnerable • Resilient, healthy individuals, families and communities – strengthened via integrated community and socio-economic programmes • Improved social cohesion and a sense of 'community'
Building community-based health and capacity for violence prevention	<ul style="list-style-type: none"> • Provide counselling for victims of crime and violence • Introduce and support 'violence interrupters' (in collaboration with others) in communities with a high prevalence of crime and violence 	<ul style="list-style-type: none"> • De-normalisation of violence and entrenchment of a culture which values life • Resilient, healthy individuals, families, communities

Table 8.4: Delivery elements for cross-cutting ‘enablers’

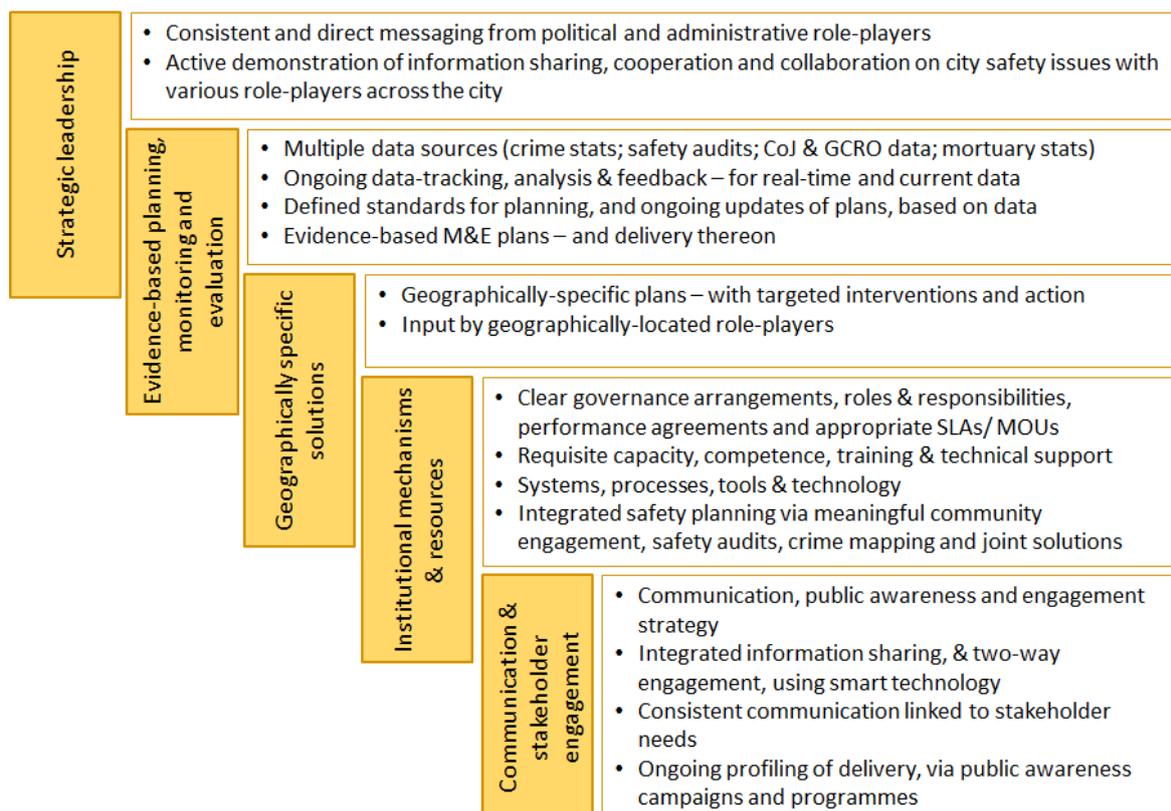
Focus areas for delivery	Key elements of delivery	Desired future state
Technology for smart safety – improving planning, action, monitoring and evaluation	<ul style="list-style-type: none"> • Implement a ‘Safe City’ App to support citizens in reporting in risks, unsafe behaviour, crimes, environmental hazards, proposed safety-related improvements, etc. • Strengthen institutional capacity for greater responsiveness to citizens’ needs, via a fully operational multi-disciplinary Integrated Intelligence Operations Centre (I²OC), supported by accurate, real-time, integrated data • Roll out smart safety tools to support victimisation surveys • Develop a City specific prototype for a Safety Observatory 	<ul style="list-style-type: none"> • Improved city safety outcomes – enhanced by collective use of technology • Greater levels of civic engagement and co-ownership of city safety, supported via the use of smart technology
Strengthening safety through active citizenry	<ul style="list-style-type: none"> • Encourage citizen engagement in safety planning via public participation initiatives • Expand and embed the Joburg 10 + model, engaging citizens and opening opportunities for active involvement in all aspects of city safety, as part of the ‘+’⁵ 	<ul style="list-style-type: none"> • Collectively created and owned city safety • Greater levels of civic engagement and co-ownership of city safety, supported via the use of smart technology • Enhanced confidence in public safety services and potential of delivering a ‘safe city’

⁵ Where ‘Joburg 10’ refers to the active involvement of and delivery of safety services by ten JMPD officers per ward, while the ‘+’ relates to the contribution of multiple other role-players across the City, and beyond – with this also including the contribution to be made by citizens.

9. Requirements for implementation and institutionalisation of the JCSS

Institutionalisation of the JCSS will depend on a range of key enablers – with specifics associated with five core enablers identified detailed in the figure below.

Figure 6.1: Enablers for implementation and institutionalisation of the JCSS



In addition to the above, the table below highlights further considerations in respect of the defined enablers.

Table 6.1: Key considerations relating to implementation-related enablers

Enabler	Key considerations
Strategic leadership	<ul style="list-style-type: none"> • Leadership is required in respect of the following: <ul style="list-style-type: none"> ○ Regular engagement with all stakeholders, to promote collaboration required to support meaningful multi-agent, multi-disciplinary action ○ Lobbying key role-players to ensure the necessary support for safety efforts at a localised level ○ Active demonstration of information sharing, cooperation and collaboration on city safety issues with various role-players across the city ○ Timeous provision of trouble-shooting support, in cases where JCSS implementation is hampered by issues relating to cooperation and collaboration between various role-players

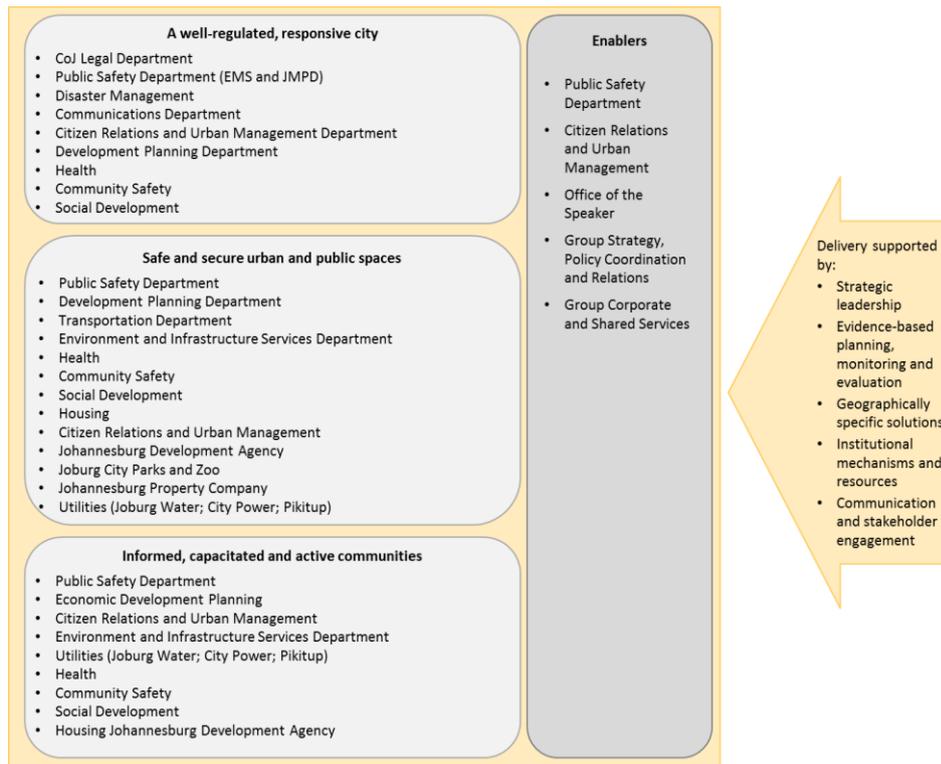
Enabler	Key considerations
	<ul style="list-style-type: none"> • While the JCSS will be housed in the Public Safety Department within the CoJ, delivery depends on all CoJ role-players (and others) – with leaders having a key role to play in encouraging involvement, incentivising action, building commitment and holding people to account
Evidence-based planning, monitoring and evaluation	<ul style="list-style-type: none"> • Evidence-based planning, monitoring and evaluation processes can be used to support improved delivery through the following: <ul style="list-style-type: none"> ○ Regular integration of information and insights derived from monitoring and evaluation activities into a revised JCSS implementation plan ○ Using statistics and analysis arising from monitoring and evaluation activities to inform policy and campaigns ○ Using historical and real-time disaggregated crime data and mortuary and road accident data to do resource allocation planning and trauma response planning (for value, data should be geographically-referenced and mapped on a regular basis –analysed in respect of time of the day, week and month, to support identification of possible patterns and behaviour trends) • CoJ should receive the SAPS' crime statistics on a monthly basis. Current and accurate local level crime statistics should be made available to support: <ul style="list-style-type: none"> ○ Targeted visible community-oriented policing ○ Intelligence-led operations and patrols (with variations based on factors such as the time of day) ○ Residents, commuters, businesses owners and other stakeholders in managing their own security
Geographically-specific solutions	<ul style="list-style-type: none"> • Implementing this requires: <ul style="list-style-type: none"> ○ Collection and analysis of geographically-linked data and information ○ Development of geographically-specific plans with nuanced interventions ○ Input by and collaboration with geographically-located role-players associated with various disciplines and institutions
Institutional mechanisms and resources	<ul style="list-style-type: none"> • Institutionalisation and delivery of safety hinges on moving beyond a 'beyond policing' perspective, with key elements required for successful implementation including: <ul style="list-style-type: none"> ○ Custodianship of the strategy, with the Public Safety Department to serve as centralised custodian of city safety (i.e. taking responsibility for coordinating delivery efforts), and all City role-players to play a role in delivering on the strategy – with city safety effectively 'owned' by all ○ Planning and budgeting for delivery, with: <ul style="list-style-type: none"> ▪ An over-arching implementation plan to be developed ▪ Aligned geographically-specific plans to be established ▪ Departmental commitments to be reflected in associated business plans, resource allocations and budgets, performance agreements, Service Level Agreements and Memoranda of Understanding ○ Clear structural arrangements, with: <ul style="list-style-type: none"> ▪ A joint 'City Safety Forum' to be established ▪ All defined role-players to be held accountable for safety-related delivery in the context of geographically-defined plans

Enabler	Key considerations
	<ul style="list-style-type: none"> ○ Appropriate oversight arrangements, with a formal ‘Technical Reference Group’ to be established: <ul style="list-style-type: none"> ▪ To enforce accountability, monitor implementation and oversee delivery ▪ Chaired by the City Manager⁶, and constituted of appropriate role-players from relevant departments, entities and external role-players ▪ To meet as per annually scheduled monthly or bi-monthly meetings ○ Appropriate incentives to support delivery ○ Strengthened information and knowledge management mechanisms and data, with the following to be included within the Integrated Intelligence Operations Centre (I²OC), to support implementation of the JCSS: <ul style="list-style-type: none"> ▪ Appropriate technical capabilities (e.g. in-house analytical skills and Geographic Information System (GIS) capabilities) ▪ A Safety Observatory ▪ An integrated ‘Safe City’ app to be developed and rolled out, with information fed via this mechanism and other channels into the Safety Observatory (as part of the I2OC)
Communication and stakeholder engagement	<ul style="list-style-type: none"> ● Successful communication and stakeholder engagement will require: <ul style="list-style-type: none"> ○ Development and roll out of a communication, public awareness and engagement strategy and plan – with high profile short-term and medium term outcomes to be supported by a public awareness campaign, to promote sustainability of the strategy, and ongoing excitement ○ Ongoing focus on integrated information sharing and two-way engagement with all stakeholders, making use of smart technology, face-to-face mechanisms and the more traditional platforms for engagement ○ Consistent communication linked to stakeholder needs – with information gathering and feedback aligned to identified issues

The figure below reflects the variety of role-players for implementation of the defined JCSS outcomes and the supporting enablers. External role-players, including citizens, also have a critical role to play in building a safer Johannesburg.

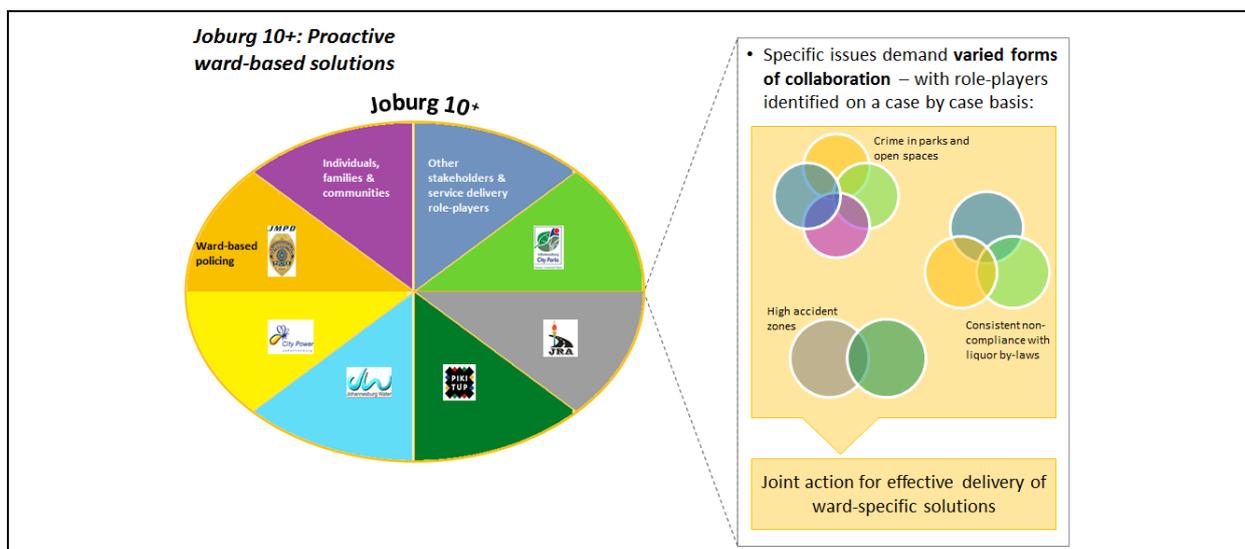
⁶ High-level coordination is important as it lends weight to the strategy, ensures decision-makers attend meetings and will assist in solving challenges with implementation (e.g. where lobbying is needed)

Figure 6.2: Reflecting on CoJ role-players in the context of JCSS outcomes



A key mechanisms through which institutionalisation will take place on the ground – within wards and communities across the city – is via the full and visible roll out of Joburg 10+. This approach is reflected in the diagram below, with each ward supported by ten JMPD officers (referred to by the term ‘Joburg 10’) and an array of CoJ role-players (referred to by the ‘+’), engaging fully with individuals, households, families, institutions and other service delivery role-players. Tailored ward-specific solutions hinge on collaboration between appropriate role-players identified on a case-by-case basis (as reflected in the figure below).

Figure 6.3: Joburg 10+ in action

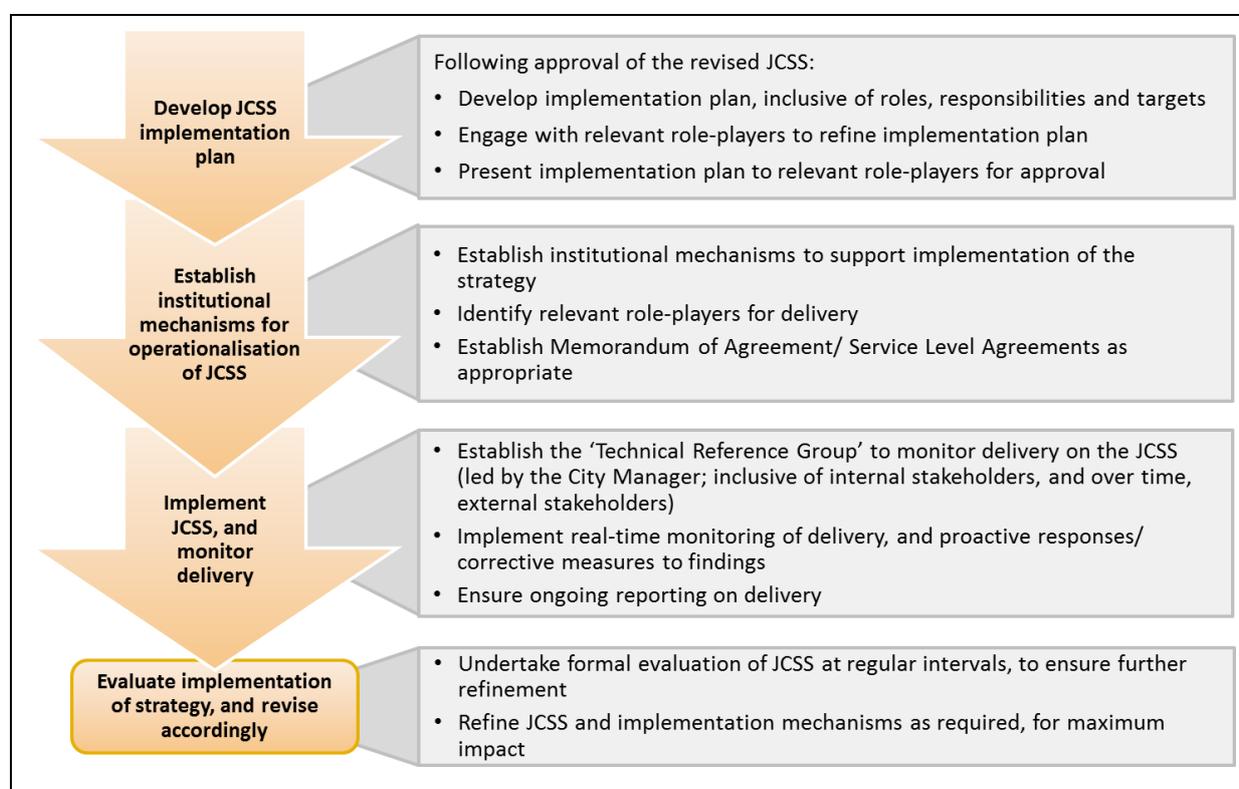


10. Way forward: Steps for implementation

The figure below provides an overview of the key steps viewed as necessary to ensure sustainable implementation of the revised JCSS. Beyond the processes associated with ensuring approval of the JCSS, key steps highlighted include:

- Development of a JCSS implementation plan;
- Establishment of institutional mechanisms for operationalisation of the JCSS;
- Implementation of the JCSS, with ongoing monitoring of delivery; and
- Evaluation of implementation, and revision as appropriate.

Figure 10.1: Key steps for implementation of the revised JCSS



Implementation will hinge on all within the city playing a role in ensuring delivery. This necessitates the establishment of institutionalisation mechanisms that foster excitement, build confidence in the ability of all role-players to deliver, and convey the message that city safety is a non-negotiable priority for all.

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