



Germany – Contributing to a Sustainable Urban Future  
Alemanha – Contribuindo para um Futuro Urbano Sustentável

## UN-HABITAT World Urban Forum 5, 22–26 March 2010, Rio de Janeiro, Brazil

### Urban (In)Security

Joint Networking Event of German Development Cooperation  
Monday, 22 March 2010, 16:30–18:30



Federal Ministry  
for Economic Cooperation  
and Development



### Objective of this Paper

The aim of the following paper is to provide background information for the networking event of German development cooperation entitled Urban (In)Security. A foreword by Mr. Franz-B. Marré, Head of the Water, Energy, Urban Development Division in the German Federal Ministry for Economic Cooperation and Development (BMZ) provides a short introduction to the work of German development cooperation in the field of safety and security in cities. A second foreword by Professor Caroline Moser from the University of Manchester offers insights into the findings of current research in the field of urban safety. The paper also contains the agenda of the networking event, including information on the speakers and their presentations. Finally, there are examples of good practices among the urban safety initiatives supported by German development cooperation.

<b>Table of Contents</b>	<b>  Page</b>
<b>1. Promoting Safety and Security in Cities</b>	<b>  3</b>
<b>– Bridging the Urban Divide</b>	
Preface of Mr. Franz-B. Marré, Head of Division Water, Energy, Urban Development German Federal Ministry for Economic Cooperation and Development (BMZ)	
<b>2. Urban (In)Security, Yesterday, Today and Tomorrow</b>	<b>  5</b>
Preface of Prof. Caroline Moser, Director of the Global Urban Research Centre, School of Environment and Development, University of Manchester	
<b>3. Programme of the Networking Event</b>	<b>  7</b>
<b>4. Good Practices Supported by German Development Cooperation</b>	<b>  8</b>
<b>4.1. Slum Rehabilitation Programme, El Salvador</b>	<b>  8</b>
<b>4.2. Strengthening Local Governance Programme (SLGP);     Component: Peace and Development Promotion (PDP),     South Africa</b>	<b>  10</b>
<b>4.3. Violence Prevention through Urban Upgrading in Khayelitsha,     South Africa</b>	<b>  12</b>
<b>4.4. Promotion of Legal and Social Empowerment of Women;     Component: Gender Responsive Community Based Policing,     Bangladesh</b>	<b>  14</b>
<b>4.5. Supporting Violence and Conflict Affected Population Groups     through Vocational Education and Training, Colombia</b>	<b>  16</b>
<b>4.6. CERCAPAZ – Peace Building by Promoting Cooperation     between Government and Civil Society, Colombia</b>	<b>  18</b>
<b>5. Imprint</b>	<b>  20</b>

# 1. Promoting Safety and Security in Cities – Bridging the Urban Divide

Mr. Franz-B. Marré

HEAD OF DIVISION WATER, ENERGY, URBAN  
DEVELOPMENT

GERMAN FEDERAL MINISTRY FOR ECONOMIC  
COOPERATION AND DEVELOPMENT (BMZ)

With half of the world's population living in cities, it has become very clear that there can be no solution to environmental, social or economic challenges without sustainable urban development. Cities have become the major locus of economic growth in most partner countries of German development cooperation. They are centres of economic dynamism and innovation, providing, to varying degrees, jobs, income and public services. But the economic opportunities that the urban transition has to offer are at stake. During the last 25 years, the world has witnessed growing vulnerabilities and threats to safety and security in cities. Urban violence and crime have underlined the risks of high urban growth rates. Increasing socio-economic disparity and exclusion manifested in and triggered by high population density – especially in slums – as well as the lack of public goods and services are intensifying risks in the emerging cities of our partner countries.

Fear of crime and violence strongly impedes local development, especially for the urban poor, as private investment tends to withdraw from areas of risk. Growing urban vulnerability not only threatens the quality of life, human rights and socio-economic stability in urban societies; it also jeopardises development results that have already been achieved. Addressing safety and security issues in cities is therefore an important way to

ensure that development efforts are sustainable and that the most vulnerable communities are not excluded from the benefits the urban transition has to offer.

In this context, the importance of crime and violence prevention has been recognised and is being increasingly addressed by urban development partnerships supported by the German Federal Ministry for Economic Cooperation and Development (BMZ). The partnerships facilitate the development of capacities and resources in individuals, communities and institutions that enable them to protect themselves. German development cooperation supports integrated approaches to crime and violence prevention that combine social and situation-specific measures. While social measures target the most vulnerable groups of residents, such as slum dwellers, youth and women, situational approaches focus on the built-up environment in order to reduce the risk that residents become victims.

Area-based initiatives such as, for example, Violence Prevention through Urban Upgrading in Khayelitsha (Capetown) and Peace and Development Promotion, both located in South Africa, effectively prove that a combination of social, institutional and pronounced situational prevention measures in the built-up environment, so-called safe node areas, can increase urban safety and improve the socio-economic situation of local communities in informal settlements. The extent to which the physical, political and socio-economic inclusion of slum settlements can be increased has also been demonstrated by the Slum Rehabilitation Programme in El Salvador. People-based approaches to crime and violence prevention that engage vulnerable groups in the delivery of prevention strategies have moreover illustrated

how community-based partnerships can be built and sustained. The Gender Responsive Community Based Policing project in Bangladesh offers fresh insights into such community-driven approaches. Trust-building activities and the establishment of interconnections between women and the police improve the protection of women and their access to police services, thus promoting their legal and social empowerment.

These development partnerships supported by the German Government reveal that there is no single 'one-size-fits-all' solution to creating sustainable and resilient cities. Successful prevention partnerships are dependent upon the existence of a dialogue with local communities and development partners about which approach is required and appropriate. Just as the vulnerabilities caused by crime and violence affect every level and aspect of society, achieving a sustainable and resilient urban community is a responsibility that must be shared by all institutions, services, groups and individuals.

Development partners have a pivotal role in coordinating and evaluating these activities, and in engaging key players. The ability to pool and analyse diverse information sources, identify and disseminate innovative tools and approaches and detect and respond to emerging trends is a critical success factor. However, there are also a number of challenges that development partners encounter in their efforts to establish and mainstream crime and violence prevention in urban development:

- How can integrated approaches be effectively mainstreamed in public service delivery and scaled up?
- What is the appropriate combination of situational, social and institutional approaches to crime and violence prevention?
- What are the limitations of community-driven initiatives such as community policing when it comes to ensuring physical safety in neighbourhoods?
- How and to which extent can synergies between development concepts related to safety and

security, such as, for example, local adaptation and city development strategies, be created?

- Is it feasible and reasonable to formulate programmes focusing exclusively on urban safety and security, or should these be integrated as cross-cutting issues in sectoral approaches?

These are just a few of the questions that must be addressed in order to facilitate development efforts in this policy field. This networking event hosted by the BMZ provides space to reflect upon these challenges. It has been a great pleasure for us to make possible a dialogue between the world's leading scholars, development experts and visitors to this forum on approaches to counteracting the growing vulnerability of cities. It is therefore an honour to welcome Mr. Edin Martínez, Deputy Minister of Housing and Urban Development in El Salvador, Ms. Nelly Lester, Deputy Director General of the South African Department for Cooperative Governance & Traditional Affairs, Dr. Shirin Sharmin Chaudhury, State Minister of Women and Children Affairs in Bangladesh and Professor Caroline Moser, Director of the Global Urban Research Centre at the University of Manchester (United Kingdom).

Many thanks are due to the German agencies that have been involved in the organisation of this event. I would also like to thank UN-HABITAT and the Government of Brazil as this year's host of the WUF V for giving German development cooperation this opportunity and congratulate them for the outstanding organisation of this important venue for learning and exchange of knowledge.

I hope that you enjoy an engaging and lively debate.

Franz-B. Marré

Head of Division Water, Energy, Urban Development

German Federal Ministry for Economic Cooperation and Development (BMZ)

## 2. Urban (In)Security, Yesterday, Today and Tomorrow

Prof. Caroline Moser

DIRECTOR OF THE GLOBAL URBAN  
RESEARCH CENTRE,  
UNIVERSITY OF MANCHESTER

### The challenge: urban violence in a changing world

Urban violence is not a new phenomenon, but for academics, policy makers and practitioners working on urban development in cities of the South, it is a relatively new concern. As recently as 1992, when I first flagged the issue in the World Bank, it took a lot to convince sceptical colleagues that violence was a serious economic cost to urban development, not only reducing productivity but also eroding the poor's assets – whether human, social, physical or financial capital. Nearly 20 years later we have come a long way in better understanding the phenomenon of urban violence, the elaboration of increasingly complex solutions to address it and the commitment of the UN system, international development cooperation and indeed national and local governments to include security as a priority concern. As with so many development problems, local community organisations, and some of the NGOs that support them, have also broadened their agenda to address such violence.

But violence is not a static issue. Just as the world has changed in the past 20 years, with the global urban population now greater than the population living in rural areas, and the number of small and intermediate cities growing exponentially (not just the mega-cities), so too the types, level of intensity, and spatial coverage of urban violence

have increased. In studies undertaken in the 1990s in cities and towns in Colombia, Guatemala and Jamaica we distinguished between political, social and economic violence. And we showed that local communities were primarily concerned with the ubiquitous daily social and economic violence that dominated many of their lives, whether it was women preoccupied with gender-based violence and the long-present domestic abuse within the family, households building higher walls around their houses and investing in iron grills on their windows to protect themselves from crime and theft, or workers travelling on local buses stripped of their money, watches and jewellery by youth gangs with long knives.

Today as cities have become more complex, sophisticated and interconnected, the goalposts for acceptable or tolerated violence have also changed. At the same time its increased complexity makes broad generalizations less helpful, with recognition that the specificities of place and space require greater identification. Nonetheless, along with gender-based violence (now better recognized but not necessarily reduced), there is the increasing concern in some cities with child-abuse and trafficking; youth gangs, again in some contexts, have matured, not into social movements, but into violent criminal gangs; knives have been substituted by small arms, and hard drugs have replaced marijuana or alcohol as the drug of choice among some of the younger generations in slum communities.

But such changes do not include the whole picture. Tomorrow, if not today, we will also have to acknowledge the highly dangerous 'invisible,' often 'politically' sensitive violence – even if there is little we can do to reduce it. We may find that addressing the violence perpetuated by or affecting women, youth and the urban poor may well be the

'soft' option, the tip of the iceberg. Undermining such efforts, and indeed sustainable urban growth, may be the intractable problems associated with the institutional violence of international drug cartels, car theft and people trafficking, as much as the city level criminal networks or militias controlling 'cities of fear.' Another concern is election-related political violence that can result in the displacement or eviction of particular urban slum populations. Again, as urban land becomes a scarcer resource, conflicts relating to tenure rights and land ownership are increasingly problematic. Finally, the onset of more extreme and variable weather patterns associated with climate change may result in conflicts over water – with the poor the most vulnerable. Along with augmented rather than changing urban violence agendas, the future will call for increased transparency and accountability of the powerful to the powerless.

### **Solutions: From urban violence reduction as a development problem to insecurity as a spatial and citizenship concern**

A longitudinal perspective allows us also to consider the agenda to address such concerns. Just as the multi-layered nature of violence has changed, so too has the response: there has been an expansion of approaches to address the problem, with the increasing commitment and involvement of new social actors and institutions. Twenty years ago, few cities, with exceptions such as Managua and Rio, recognized that women were more likely to report domestic incidents or rape if there were police women, or female police cells. Criminal behaviour was often identified as relating to individual pathology, with the strengthening of criminal

justice systems seen as the best way forward to control or deter theft, assaults and other criminal activities. A diversity of sector-specific approaches, most notably, epidemiological public health, sought to prevent the violence that constrained urban development.

Today the focus has shifted dramatically from the negativism of violence and the often insuperable complexity of its reduction to the positivism of security and public safety as a citizen right – culminating in the case of UN-HABITAT in its 2007 *Global Report, Enhancing Urban Safety and Security*. Along with this change has come the introduction of an urban spatial focus, the recognition of the importance of more holistic cross-sectoral approaches to complement, rather than substitute, earlier sector-level approaches, and far greater acknowledgment of the 'bottom up' roles that local communities and neighbourhoods can play to rebuild trust in collaborating with the 'planners and the police' to more effectively address this concern, rather than simply closing their doors.

Of particular note has been the popularity in some contexts of CPTED (Crime Prevention through Environmental Design) with its pragmatic recognition that changes in the use of space can deter, if not eliminate, the daily violence that dominates people's lives. As in cities in Bangladesh, for instance, this is particularly important for vulnerable groups such as women and children.

## 3. Joint Networking Event of German Development Cooperation: Urban (In)Security

### PROGRAMME

#### Discussant and Moderator throughout the Event:

Prof. Caroline Moser,  
Director of the Global Urban Research Centre, University of Manchester

<b>1</b>	<p><b>Welcome Address and Brief Introduction to the Topic</b></p> <p><i>Speaker:</i> Mr. Franz-B. Marré, Head of Division 313 – Water, Energy, Urban Development, BMZ</p>
<b>2</b>	<p><b>EL SALVADOR: Crime and Violence Prevention in Informal Settlements</b></p> <p><i>Speaker:</i> Mr. Edin Martínez, Deputy Minister of Housing and Urban Development, El Salvador and former Director of the foundation Fundación Salvadoreña de Desarrollo y Vivienda Mínima (FUNDASAL)</p>
<b>3</b>	<p><b>SOUTH AFRICA: The Challenge of Crime and Violence in Urban Areas – Focus on Youth and the Way Forward</b></p> <p><i>Speaker:</i> Ms. Nelly Lester, Deputy Director General, South African Department for Cooperative Governance &amp; Traditional Affairs (COGTA), responsible for the Urban Renewal Programme</p>
<b>4</b>	<p><b>BANGLADESH: Safer Cities for Vulnerable Groups – Violence and Crime Prevention for the Urban Poor and Women</b></p> <p><i>Speaker:</i> Dr. Shirin Sharmin Chaudhury, State Minister for Women and Children Affairs, Ministry of Women and Children Affairs (MOWCA), Bangladesh</p>
<b>5</b>	<p><b>Is a Socially Inclusive City a Safer City? – A Moderated Debate among the Speakers, the Discussant and the Audience</b></p> <p><i>Panelists:</i></p> <ol style="list-style-type: none"> <li>1. The previous speakers (Mr. Franz-B. Marré, Mr. Edin Martinez, Ms. Nelly Lester, Dr. Shirin Sharmin Chaudhury)</li> <li>2. Mr. Joachim Prey, Deputy Director General, Planning and Development Department, GTZ</li> <li>3. Mr. Horst Schwoerer, Division Chief, Water, Sanitation and Vocational Training Asia, KfW</li> </ol>
<b>6</b>	<p><b>Short Conclusion / Acknowledgments / Goodbye</b></p> <p><i>Speaker:</i> Mr. Franz-B. Marré, BMZ</p>

## 4. Good Practices Supported by German Development Cooperation

### 4.1. SLUM REHABILITATION PROGRAMME

**Country:** El Salvador

**Lead executing agency:** Fundación Salvadoreña de Desarrollo y Vivienda Mínima (FUNDASAL)

**Supporting organisation:** KfW Entwicklungsbank on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ)

**Project duration:** 2007–2011

#### Context

El Salvador, which has around 1.6 million housing units, is facing a housing deficit of approximately 360,000 units (2007), including 315,000 qualitatively deficient units. Furthermore, an 32,000 additional housing units are needed each year to accommodate population growth. The housing situation is crucially influenced not only by population dynamics, but also by natural disasters, such as hurricanes, volcanic eruptions and earthquakes, which have destroyed around 12% of existing housing during the last decade.

The poor population in the cities live mainly in illegal settlements and marginalised districts, which lack all basic infrastructure. Such settlements are frequently located in high risk areas seriously threatened by natural disasters (landslides, flooding and earthquakes). These settlements are not only exposed to high levels of pollution due to lack of waste water disposal and illegal garbage dumping; they are also adversely affected by social exclusion. A high percentage of households headed by single mothers are found in these densely populated neighbourhoods, and illiteracy is widespread. They are hot spots of criminality and violence with comparatively high rates of murder, rape and domestic violence.

#### Objective

The overall objective of the Slum Rehabilitation Programme is the physical, social, political and institutional inclusion of poor settlements and their inhabitants into the urban setting. The programme goal is to sustainably strengthen the self-help potential of the marginalised population through squatter rehabilitation.

The programme is being implemented by the Fundación Salvadoreña de Desarrollo y Vivienda Mínima (FUNDASAL – the Salvadorian Foundation for Development and Social Housing) – an NGO with more than 40 years of experience, which has received multiple international awards for its participatory, integrative and self-help oriented approach.

The Slum Rehabilitation Programme takes into account the social structure and needs of the affected areas, combining infrastructure and social measures such as:

- Legal regulation of land tenure;
- Construction and improvement of public infrastructure (living environment);
- Credit financing for purchase of land, improvement of housing, connection to basic services;
- Strengthening of neighbourhood organisations and their self-help potential, with a focus on women and youth.

### Approach

FUNDASAL began the programme with an inventory of all existing informal settlements in 32 cities and applied a set of criteria, such as the feasibility of legalisation and connection of households to basic services, interest of the target group and willingness of local governments to cooperate, in order to select the settlements eligible for the programme. So far, five projects have been formulated, incorporating 2900 families in 38 *barrios* (neighbourhoods) of the municipalities of Soyapango, Ilogango and Mejicanos in the greater metropolitan area of San Salvador. These settlements are affected by a high incidence of violence, mainly related to the youth gangs (*maras*).

The participation and commitment of the beneficiaries, as well as strengthening of local organisational structures, are preconditions for success. Mutual self-help and cooperation empowers the inhabitants and fosters their ownership of the programme. The programme also implements a package of complementary measures, such as improvement of public infrastructure (water, sanitation, electricity) and social infrastructure (communal facilities, playgrounds), as well as social activities that strengthen the social cohesion of the inhabitants and their capacity to negotiate with representatives of the government and urban services.

The total cost of the programme amounts to approximately EUR 10.4 million, of which a maximum of 77% will be provided by German financial cooperation (EUR 8.03 million); own contributions of the Salvadorian partners will constitute at least 23%.

Mutual help of inhabitants in Soyapango



### Impact

The impact of the programme will be measured by the inclusion of the relevant population on the following levels:

**(a) Physical integration** of poor settlements into the urban environment will be achieved by the legalisation of land, connection to formal public services and the amelioration of risk situations. The preliminary results are:

- » 90% of the sites have been legalised;
- » 97% of the households have access to secure water;
- » 98% of the households have sanitation facilities.

**(b) Socio-economic integration** will be achieved by empowering people to improve their living conditions, creating youth and leisure facilities, conducting community work, training women and facilitating connections to formal markets. The preliminary results are:

- » 94% of the interviewed beneficiaries indicate that they participate in communal activities;
- » 88 micro credits for housing and income generation have been awarded so far.

**(c) Political and institutional integration** of poor settlements will be achieved by introducing and consolidating legitimate, elected structures in the neighbourhoods and converting previously marginalised slum residents into citizens with rights and obligations, whose elected representatives engage in political processes with local authorities. The preliminary results are:

- » The neighbourhoods are organised into several self-help groups by topic;
- » Municipal leaders participate in national organisations of settlers to influence national and municipal policies.

### Contact Details

Ismael Castro Velásquez, FUNDASAL,

Email: [direccion@fundasal.org.sv](mailto:direccion@fundasal.org.sv)

Anja Nina Kramer, KfW, Senior Project Manager,

Email: [anja.kramer@kfw.de](mailto:anja.kramer@kfw.de)

Rolf Rempel, KfW, Sector Specialist,

Email: [rolf.rempel@kfw.de](mailto:rolf.rempel@kfw.de)

Link: [www.fundasal.org.sv](http://www.fundasal.org.sv)

## 4.2. STRENGTHENING LOCAL GOVERNANCE PROGRAMME (SLGP); COMPONENT: PEACE AND DEVELOPMENT PROMOTION (PDP)

**Country:** South Africa

**Lead executing agencies:** Department for Cooperative Governance and Traditional Affairs (CoGTA), National Treasury, South African Local Government Association (SALGA), selected municipalities

**Supporting organisation:** Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ)

**Project duration:** 2004–2013

### Context

South Africa has a history of violence, which is directly and indirectly the result of high unemployment, low levels of education and social overcrowding. Crime has become a crucial factor hindering economic development and impacting negatively on the living conditions of the population, particularly those living in previously disadvantaged areas.

Since 2000, GTZ, on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ), has been supporting an innovative approach that combines youth development, conflict management and safer living environments in the Peace and Development Project. As safety is primarily a local governance issue, this project became a component of the broader Strengthening Local Governance Programme (SLGP) in 2007. In addition to its focus on crime and violence prevention, SLGP is addressing five national reform priorities, namely: intergovernmental relations and policy review, institutional strengthening of local governments, municipal financial management, local economic development and public participation.

### Objective

The Strengthening Local Governance Programme combines policy consultancy with ongoing support for implementation. SLGP is helping municipalities fulfil their developmental mandate in an efficient, effective and sustainable manner through procedures to coordinate the different spheres and tiers of government and through par-

ticipatory methods of enhanced governance that aim to coordinate government, civil society and private sector interests. In this context, the Peace and Development Promotion (PDP) component is enabling local stakeholders to develop community based solutions for conflict management and crime prevention.

### Approach

The concept applied is simple but effective: unemployed young people are being recruited in their township as volunteers to serve for approximately one year as so-called community peace workers (CPWs).

CPWs provide the community with conflict resolution services, such as patrolling potentially high crime areas and schools, mediating disputes within the community, liaising with the police and assisting with social and emergency services. They participate in community events, provide first aid and victim support services, ensure that pensioners arrive safely at home on paydays, provide scholar patrols for learners and advise schools on the risks of drug abuse, HIV/AIDS and child abuse.

During their one year service, community peace workers receive operational training with additional training in leadership, patrolling, HIV/AIDS counselling, rape crisis intervention and conflict mediation and resolution. The core training modules are aligned with the National Qualifications Framework, wherever possible. Advanced skills in conflict resolution and school safety are offered to those peace workers who specialise in the 'Safer Schools' component of the project.

After this year, a double purpose has been served: The CPWs have contributed to a safer and conflict-reduced living environment and have personally gained additional life skills which enhance their employment opportunities. PDP thus addresses the constitutional mandate of local governments to promote a safe environment, community development and enhanced economic development opportunities.

PDP started its first activities in the 1990s in the Western Cape and was extended to townships in the City of Tshwane from 2000 onwards.



### Impact

PDP is aligned with the White Paper on Safety and Security, the National Crime Prevention Strategy and the National Youth Policy at local and provincial government levels. These policies and strategies are based on the concept that the reduction of violence and crime requires a multi-level approach supported by various stakeholders, in particular community structures. In Tshwane, PDP is attached to the Tshwane Metropolitan Police Service, which has recognised that the visibility of community peace workers in crime hot spots has led to a significant reduction of crime.

PDP's concept of combining youth development with crime prevention services has contributed to youth employment and social crime prevention in the targeted communities, particularly in schools.

Over the last ten years, some 900 young people have benefited from the project. There are presently 430 peace workers participating in PDP. It has been recognised as a special 'youth outreach' mayoral programme. Mercedes Benz South Africa has formed a partnership with PDP to extend the 'Safer Schools' component as part of their corporate social investment in the wellbeing of South Africans. The success of the peace workers within their communities has attracted national attention to PDP, and GTZ has been asked to support municipalities in other areas with baseline studies and needs assessments for the implementation of the PDP concept. PDP has now been expanded to five other geographical regions within Tshwane.

PDP also has an impact on each community peace worker, as the project boosts the self-confidence and self-esteem of the participating individuals. Community peace workers have become role-models within their communities, and their positive outlook has convinced many of their friends to join the project.

Over 87% of the peace workers (60% of whom are women) succeeded in finding employment or became self-employed after their one year of service. They are now able to contribute financially to their families and households and improve their overall quality of life. The majority of them have been employed by the Tshwane Metropolitan Police Service or by the South African Police Service. Last but not least, CPWs will make an important contribution to the safety and security of Tshwane as host city for the World Cup 2010.

### Contact Details

Joachim Fritz, GTZ, Programme Manager SLGP,  
Email: [joachim.fritz@gtz.de](mailto:joachim.fritz@gtz.de)

### 4.3. VIOLENCE PREVENTION THROUGH URBAN UPGRADING IN KHAYELITSHA

**Country:** South Africa

**Lead executing agency:** City of Cape Town

**Supporting organisation:** KfW Entwicklungsbank on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ)

**Project duration:** 2006–2013

#### Context

Khayelitsha (IsiXhosa: New Home), located approximately 35 km outside of Cape Town, was developed beginning in 1983 as a so-called black township. It was intended for 250,000 people, but now is home to at least 600,000 people, 65% of whom live in informal dwellings.

Khayelitsha has extremely high capital crime rates: there were 383 murders in 2007/08. The most common crimes are break-ins, robbery, rape and domestic violence. Factors that contribute to the high crime levels in Khayelitsha include socio-economic, institutional, cultural and spatial exclusion

Thus, KfW Entwicklungsbank on behalf of the German Government, the City of Cape Town and the community of Khayelitsha under the leadership of the Khayelitsha Development Forum formed a partnership to initiate the programme Violence Prevention through Urban Upgrading in Khayelitsha.

#### Objective

The programme has four main objectives:

##### Safety and violence prevention

- A general increase in the safety of the beneficiary population;
- Promotion of an effective and integrated justice system within Khayelitsha;
- Introduction of alternative conflict resolution mechanisms to support peaceful coexistence;
- Mainstreaming of violence prevention into planning procedures of the municipal and provincial institutions.

##### Upgrading of neighbourhood facilities

- Upgrading of low income neighbourhoods;
- Better provision of public and private social and commercial services.

##### Economic development

- Increase of the self-help potential of the population through improved opportunities for economic activity and income generation;
- An integrated approach to planning, budgeting and implementation.

##### Community development and area-based operation and management

- Strengthening capacities and competencies of representative community structures;
- Introduction of a model of sustainable community-based management of local service nodes.

#### Approach

##### The safe node concept

Safe nodes are identified areas within Khayelitsha with high crime rates. A research-based approach that includes community mobilisation, a participatory baseline, a community action plan and identification of priority projects is employed. A local area strategy is developed and implemented by the community and various stakeholders including the programme partners. The model is illustrated in the diagram below.



A safe node integrates a combination of interventions based on the area strategy and community action plan:

**Situational crime prevention** seeks to change the built-up environment in areas with perceived high crime rates to safe, positively perceived, multifunctional spaces through adequate urban planning and the provision of public infrastructure tailored to the needs of the population.

**Social crime prevention** aims to support victims of violence and groups at risk of becoming victims, as well as marginalised groups. Partnerships between the population, local NGOs and official departments (e.g. the police) are encouraged.

**Institutional crime prevention** includes operation and management of facilities through the community-delivery-of-services approach, process-oriented monitoring and evaluation, local economic development and mainstreaming of the methodology.

### Impact

A high degree of transparency, intensive interaction with resident groups, creation of public and open fora, promotion of voluntary action and accountability are factors that have contributed to the high acceptance of the programme by civil society and the public sector.

The total number of murders declined by 100 per annum or 32% a year compared with a national decrease of 2%. Priority crimes (murder, rape, robbery) have been reduced by 20% compared to a national increase of 1%.

Significant progress has been made in terms of the construction of related infrastructure. The decrease of crime rates illustrates the successful implementation of the participatory area strategy. Joint budgeting, integrated implementation and the creation of strategic partnerships based on mutual interest are important success factors.

The German contribution of EUR 10.5 million made it possible to leverage additional contribu-

tions from other partners totaling more than 3 times that amount – the South African National Treasury is contributing ZAR 310 million (EUR 29 million), the Development Bank South Africa ZAR 8.5 million (EUR 0.8 million), the Carnegie Foundation US\$3 million for two libraries, and Fifa has contributed US\$400,000 for a sport facility embedded in an urban park.

The methodology has been acknowledged by the City of Cape Town and the Province of the Western Cape as a positive example of service delivery that meets the needs of local communities. The methodology is being mainstreamed in the informal settlement upgrading programme within the City of Cape Town.



Multifunctional Urban Park,  
Harare, Khayelitsha

### Contact Details

Alastair Graham, City of Cape Town, Manager  
VPUU,

**Email:** [Alastair.graham@capetown.gov.za](mailto:Alastair.graham@capetown.gov.za)

Michael Krause, Team Leader, AHT Khayelitsha  
Consortium,

**Email:** [aht-vpuu@mweb.co.za](mailto:aht-vpuu@mweb.co.za)

Isabel Huber, KfW, Senior Project Manager;

**Email:** [Isabel.huber@kfw.de](mailto:Isabel.huber@kfw.de)

**Link:** [www.vpuu.org](http://www.vpuu.org)

#### 4.4. PROMOTION OF LEGAL AND SOCIAL EMPOWERMENT OF WOMEN; COMPONENT: GENDER RESPONSIVE COMMUNITY BASED POLICING

**Country:** Bangladesh

**Lead executing agency:** Ministry of Women and Children Affairs

**Supporting organisation:** Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ)

**Project duration:** September 2005–August 2011 (component Gender Responsive Community Based Policing: December 2007–December 2010)

##### Context

From the time of its independence in 1971, Bangladesh has moved steadily forward to legally guarantee equal rights for women and protect women from discrimination and violence. In practice, however, it has proven very difficult to implement commitments to full gender equality. The project for the Promotion of Legal and Social Empowerment of Women aims at enabling women in Bangladesh to increasingly access their rights through the formal and informal justice systems in the country.

Women are the most frequent victims of crime in Bangladesh – including widespread domestic violence and human trafficking. Thus, the project component Gender Responsive Community Based Policing is working to prevent crimes and violence against women.

##### Objective

The Gender Responsive Community Based Policing component aims to build trust between local communities – especially women – and the police. It is the project's objective to improve the protection of women, expand their access to police services and increase respect for women's rights by institutionalising interaction between the police and the community in gender responsive community policing forums.

Furthermore, through their participation in decision making and local governance in community policing forums, gender responsive community based policing promotes the legal and social empowerment of women.

##### Approach

Because the police are often perceived as an institution that violates human rights and is biased against women, rather than an institution that upholds the law and protects human rights, women rarely approach the Bangladesh Police for assistance. A promising strategy to build trust between women and the police is that of gender responsive community based policing.

Community based policing is a relatively new concept in Bangladesh, presently being explored in some regions by the Bangladesh Police, NGOs and community-based organisations, with the Asia Foundation playing a significant support role. It is a style of policing that brings the community and the police together in a partnership in order to identify and resolve problems, establish security at the local level, and, above all, prevent crime.

Great care is being taken to bring all the stakeholders of a community together in order to design and implement innovative gender responsive community based policing measures, but also to ensure that all proposals compliment existing work and are undertaken in consultation with the Bangladesh Police, who have the legal responsibility and authority for policing in Bangladesh; their primacy is always respected.



### Impact

In order to promote peer to peer learning and to benefit from experience with community based policing in other countries, a group including Government of Bangladesh officials, Bangladesh Police, NGOs and community representatives undertook study tours to the United Kingdom and Nepal. Whilst the many differences between the countries were recognised, participants returned with valuable lessons for the Bangladesh context. The most basic was that the two groups, police and community, can establish mechanisms to operate in ways that may have been alien in the past.

The Bangladesh Police has already moved forward to establish such mechanisms of consultation between police and communities – the foundation of gender responsive community based policing. The sheer scale of the task is daunting: newly formed community forums, potentially involving hundreds of thousands of people, must be given information about their new role and must be helped to carry it out effectively.

Six months of trust building sessions and problem solving activities have already succeeded in establishing interaction between communities and the police and building trust between them. After joint activities such as football matches, quizzes or bicycle races, community participants stated that their perception of the police had positively changed.

The extensive capacity development measures continue, and the four Bangladeshi partner NGOs are now in preparation to deliver skill and knowledge trainings that enable the community policing forums to carry out their role effectively and sustainably. To date, 160 wards in 4 districts with a population of 700,000 people are the target beneficiaries of the Gender Responsive Community Based Policing component.

Experiences, best practices, new concepts and innovative approaches will be shared with high ranking police officials and delegations from the neighbouring SAARC countries during the International Conference on Gender, Humanitarian Law and Community Based Policing, taking place in March 2010 in Dhaka. The conference is being hosted by the International Committee of the Red Cross (ICRC) and GTZ. This will be followed by another joint venture of the ICRC and GTZ to train trainers from NGO partners and the police in the gender and community based policing issues arising from the conference, as well as in humanitarian law.

### Contact Details

Ministry of Women and Children Affairs, Office of the Joint Secretary of Development  
Richard Miles, GTZ

**Email:** [richard.miles@gtz.de](mailto:richard.miles@gtz.de)

## 4.5. SUPPORTING VIOLENCE AND CONFLICT AFFECTED POPULATION GROUPS THROUGH VOCATIONAL EDUCATION AND TRAINING

**Country:** Colombia

**Lead executing agency:** Servicio Nacional de Aprendizaje (SENA)

**Supporting organisation:** Capacity Building International, Germany (InWEnt) on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ)

**Project duration:** 2007–2008

### Context

Political conflict and violence have affected Colombia since the late 1940s, claiming the lives of more than 400,000 civilians, displacing approximately 3 million people over the past 20 years, increasing social disparities and leading to extreme poverty.

Although some progress has been made, significant inequalities in terms of wealth, land and income distribution persist even today. The rural population is very poor, rural health and education services are insufficient and higher education is absent the rural areas.

The Servicio Nacional de Aprendizaje (SENA – National Training Service) is engaged in a nationwide effort to enable vulnerable communities to access social services and to create long-term economic opportunities through vocational training programs. From 2007–2008, InWEnt (Capacity Building International, Germany) on behalf of German development cooperation provided professional training programs to SENAs through the capacity development project Supporting Violence and Conflict Affected Population Groups through Vocational Education and Training in Colombia.

### Objective

A mayor objective of the project was to enhance the capacity of SENAs training staff to deliver vocational training programs in the framework of the Integrated Action Plan for Displaced Populations. This required providing SENAs staff with advanced technical knowledge as well as new professional pedagogical training methods, but also adjusting to SENAs need to achieve its strategic

goals and improve the impact of its services, even in Colombias ‘forgotten rural areas’, where SENAs provides rural people, conflict victims and marginalised groups with vocational and employment training.

### Approach

Long term improvement of the economic and social conditions of conflict victims in Colombia depends largely on local capacity development. As SENAs carries out quality vocational training programs in many parts of Colombia, InWEnt and SENAs partnered to offer methods and tools to enhance trainers’ knowledge and technical skills in negotiation techniques and mediation approaches to conflicts. In response to specific needs identified within SENAs, the project trained 95 participants from different training centres across the country in the areas of technology skills, conflict prevention and new perspectives and trends in the agro-industrial sector.

Training methods were adapted to the professional context and to Colombian realities, its environment and people. Existing curricula were revised and adjusted and new courses and learning strategies were developed, supplementing competencies the participants already had.

Learning was carried out in separate phases, on site in Colombia and Germany and online. The programs combined a suitable mix of training methods, including knowledge creation and transfer, international and cultural exchanges, networking and visits to German training, research and development centres, with an efficient evaluation methodology.

Successful technology transfer relied on the effective and efficient utilisation of the knowledge and tools delivered by the training programs. By supporting the ongoing use of methods and tools at SENA, specifically at the local level in the training centres, the project achieved high levels of ownership.

An internet-based work station, Global Campus [www.gc21.de](http://www.gc21.de), provided a forum for the participants to share on-the-job learning experiences. InWEnt's facilitator provided the expertise necessary to help participants implement new learning approaches.

### Impact

Drawing on the views of partners and on local and provincial examples, the difficulties and the successes of technology transfer and the implementation of newly acquired methods were assessed. With the support and assistance of InWEnt, SENA has made great progress in developing new learning processes, including those for integrating socially disadvantaged groups.

By educating trainers who understand what they do and, at the same time, allow apprentices to reflect on their work, exposing, testing and improving the mental models they use when facing problems on the job, InWEnt supported SENA in achieving its strategic goals of preparing its training staff to better confront the new global production scenario and to organise knowledge.

One indication of the project's impact is the degree to which individual participants have influenced SENA strategies and programs at the vocational training centres. Convincing evidence of real ownership by SENA is visible: new construction projects reflect new construction technologies and methods, such as building automation and energy efficiency.

Communication skills were applied at the Building Technologies Centre of SENA Regional Quindío to create the blog <http://construccionquindio.blogspot.com>, which showcases new communication knowledge and skills and promotes communication between SENA and the public.

Through provincial and national workshops, SENA is supporting the formation of a network between the construction training centres, where training through project-based learning is the main strategy. Adapting the content of conventional courses by incorporating project-based learning resources has proven to be an effective tool with which to generate opportunities for successful social inclusion of vulnerable communities.

Project-based training enables apprentices to increase their practical skills and use creative thinking. Apprentices agree that it has added meaningful content to their learning experience and given them a great sense of responsibility. It is also effective in building teams and improves the working environment.

### Contact Details

Dr. Klaus Bader-Labarre, InWEnt

Email: [klaus.bader-labarre@inwent.org](mailto:klaus.bader-labarre@inwent.org)

## 4.6. CERCAPAZ – PEACE BUILDING BY PROMOTING COOPERATION BETWEEN GOVERNMENT AND CIVIL SOCIETY

**Country:** Colombia

**Lead executing agency:** Presidential Agency for Social Action

**Supporting organisation:** Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ)

**Project duration:** January 2007–March 2015

### Context

Latin American cities are infamous for their extreme levels of violence. Colombia ranks second after El Salvador in the number of homicides per year; the most affected group of the population are adolescents in urban areas. This phenomenon of ‘fragile cities’ is far more common than ‘fragile states’.

Violence is an obstacle to development. Macro- as well as micro-economic growth is limited because violence affects productivity, the investment climate and trust in the institutions. Particularly cities, which in most cases contribute extensively to the countries’ GDP, are affected by increasing insecurity, thus generating extensive socio-economic costs.

However, in the search for methods and strategies to prevent urban violence, international development institutions and urban policy makers continue to employ traditional concepts such as slum upgrading or better access to the labour markets – even though these measures have not shown the results hoped for in diminishing levels of violence. They have failed to take into account the cultural dimensions of the phenomenon. Therefore, integrated approaches are necessary in order to address the issue effectively.

### Objective

The programme Peace Building by Promoting Cooperation between Government and Civil Society (CERCAPAZ) in Colombia includes conflict-sensitive approaches and conflict transformation in its prevention strategies. The underlying hypothesis is that good governance programmes which oper-

ate in the context of a culture of violence can only be sustainable if they incorporate the transformation of values and human behaviour. Particularly in densely populated urban areas, people have to learn to live together again (*convivencia*) and must re-build their community identity and their notion of belonging.

### Approach

In order to contribute to a sustainable peace in Colombia, CERCAPAZ is addressing conflicts at their structural roots, reinforcing civil society and state capacities for peaceful conflict resolution (capacity development).

Important instruments include the creation of networks between various organisations in order to create spaces for political dialogue between the state and society. This ensures that state-civil society relations are socially embedded and also lends further legitimacy to state institutions.

CERCAPAZ is working in four priority areas:

- (1) democratic governance and legitimacy,
- (2) strengthening of civil society peace building capacities,
- (3) constructive and sustainable management of natural resources and the environment and
- (4) the construction of peace cultures.

The latter area promotes cultural initiatives which transmit values and behaviours for peaceful coexistence and the transformation of the culture of violence existing in Colombia.

One example is the initiative *Por la Vida, Súmate y Actúa* (Join and Act for Life,) implemented by the foundation *Visionarios por Colombia* (Visionaries for Colombia) with the support of CERCAPAZ. The



Life is sacred

initiative is based on the hypothesis that violence in Colombia is culturally legitimated and that a cultural transformation towards a non-violent civic culture is needed.

After assessing factors of violence in affected urban areas with the participation of community members, collective pedagogical activities are designed to promote the protection of life. The initiative's activities concentrate on: (1) creating a culture of citizenship, (2) increasing moral and cultural disapproval of violent acts, (3) internalising legal norms as rules of the game, (4) strengthening a culture of dialogue and (5) supporting the construction of social alliances for the protection of life. Furthermore, tools are being developed so that organisations can replicate these actions on their own.

Another important initiative for peaceful coexistence is the project *Golombiao*, an initiative for peace football supported by GTZ on behalf of German development cooperation. In this initiative, girls and boys play in mixed teams according to previously negotiated rules. Disagreements are discussed by the teams without a referee, transmitting and socialising basic rules of peaceful coexistence in a playful way.

### Impact

By successfully embedding non-violent rules into the game of football, *Golombiao* has made an impact on urban security and fostered peaceful coexistence. The game is now played in 127 municipalities of 14 departments in Colombia, with more than 12,000 adolescents involved. Peace football promotes tolerance, openness to dialogue and peaceful conflict resolution. Wherever *Golom-*

*biao* has taken root, the influence of violent youth gangs has diminished.

Working in several departmental capitals, the initiative *Por la Vida, Súmate y Actúa* has helped create awareness of the collective responsibility for security, as well as the fact that security is a public good, which can only be achieved by cooperation, mutual trust and co-responsibility between the public, private and civic spheres. It also contributed greatly to a process of reflection on the phenomenon of homicides and the issue of human security in urban areas, initiated by local governments. Furthermore, *Por la Vida, Súmate y Actúa* has increased civic participation in different symbolic actions such as *Siembra por la Vida* (Sowing Plants for Life) and political marches in memory of the victims, thus demonstrating disapproval of homicides.

In these and numerous other projects, CERCAPAZ is supporting a growing number of initiatives and strategies for peace-building developed jointly by local, regional and national actors and responsibly advocated to the public. Through its work, CERCAPAZ has a positive impact on the construction of alliances and networks between municipal and departmental governments, civil society organisations, universities, businesses and formerly excluded groups for political planning processes and regional peace initiatives. Furthermore, it has helped to achieve the integration of conflict sensitivity and other important aspects such as peace-building, gender and youth in various municipal development plans.

### Contact Details

Peter Hauschnik, GTZ, Programme Coordinator

Email: [Peter.Hauschnik@gtz.de](mailto:Peter.Hauschnik@gtz.de)

### Links:

<http://www.cercapaz.org>

<http://www.colombiajoven.gov.co/golombiao.htm>

<http://www.visionariosporcolombia.com>

<http://www.facebook.com/video/video.php?v=52635891375>

<http://www.youtube.com/watch?v=jNTMTPSC8os>

<http://www.youtube.com/watch?v=jNTMTPSC8os>

## Imprint

**Published by:** German Federal Ministry for Economic Cooperation and Development (BMZ)

**Responsible:** Franz-B. Marré, Head of Division 313 – Water, Energy, Urban Development

**Text Editor:** Dr. Marianne Scholte

**Design and Layout:** [www.die-basis.de](http://www.die-basis.de)

**Printed by:** Druckerei und Verlag Klaus Koch

**Photos:** Title | René P. Hohmann

Page 9 | KfW

Page 11 | GTZ

Page 13 | Bruce Sutherland

Page 14 | Intent Design

Page 19 | Visionarios por Colombia

March 2010

The views expressed in this documentation represent those of the contributors and do not necessarily reflect the position of the BMZ.

