In line with the UN-HABITAT Medium-Term Strategic and Institutional Plan (MTSIP) 2008-13, the Safer Cities Programme is in the process of finalising programme activities and outputs for its Strategic and Institutional Plan 2008 – 13, and as well formulating the new Strategic and Institutional Plan 2014 – 19 in line with the agency’s new vision.

a) Significant achievements

The 2008 – 13 plan has largely achieved a revamped internal institutional plan with urban safety anchored in the framework of the establishment of decentralized governance that foster equitable sustainable urban development. This institutional plan has also enhanced the agency’s convening capacity of urban safety stakeholders with the launch of the Global Network on Safer Cities (GNSC). In particular, UN-Habitat has made significant progress during 2011 and 2012 in promoting knowledge exchange, collaboration and networking among UN-Habitat and its partners through the establishment of a consultative process towards the GNSC. This platform has shown the potential to be an effective tool enabling governments, local authorities, urban practitioners, researchers, civil society, business and others to contribute to a multi-media knowledge repository of urban best practices and enhanced city to city learning and exchange.

As well, the strategic planning process 2008 - 13 has resulted in a conceptualised and refined holistic approach to urban safety mainstreamed in the planning, management and governance pillars of the agency’s work - and now at the stage of validating its holistic approach to urban safety through the development of UN Guidelines on Safer Cities. Finally, the strategic plan has resulted in the consolidation of urban safety tools that will be packaged in the form of a safer cities tool kit.

b) Challenges

Although significant progress has been made in implementing the 2008-13 Strategic and Institutional Plan, there are still areas where improvement is needed and some challenges were encountered which also inform the new strategic plan 2014-2019:

- Demands and spending needs of UN-Habitat Safer Cities Programme are increasing, while staffing levels and financial resources remain insufficient. These demands will grow especially as the GNSC takes root ahead of the Habitat III conference in 2016.
- Timely implementation of the programme operations is handicapped by thin administrative support that sometimes impedes on partner relationships in implementation processes.
- The programme is challenged on how to expand the donor base at a time when the effects of the global financial crisis are still being felt.
- There is an upsurge of international actors supporting cities on urban safety but often in very sporadic and silo approach. The risk of not learning from the past experiences and implementing ineffective approaches on urban safety is high and the solution of joint programming between UN-Habitat and these actors has also major administrative alignment challenges that still need to be overcome.

c) Next steps and actions

The Strategic Plan is intended to guide the work of UN-HABITAT on urban safety building and will reinforce the delivery of the Programme by strengthening and scaling-up its global
component, focusing on the establishment of decentralized governance that foster equitable sustainable urban development including urban safety. It foresees the continued strengthening of UN-HABITAT’s mandate in this area, the strengthening of the Global Network on Safer Cities (GNSC), and the implementation of a shared conceptual framework on urban safety through the UN Guidelines on Safer Cities and its accompanying Standards, Tools and Urban Safety Index. The following specific next steps and actions are envisaged in the immediate term 2012 -13 that will largely inform the finalization of this draft document:

- The UN-Habitat GC at its twenty-third session (GC 23/11) requested the development of an agency-wide strategic plan for 2014-2019. It also requested the agency to undertake various measures aimed at consolidating its urban safety programming. Preparation of this document to be completed by April 2013 in line with the agency’s MTSIP 2014 -2019 plan.
- The launch of the new organizational structure in January 2012 is a milestone within a longer term process of strengthening the internal UN-HABITAT institutional support system. This will principally involve the integration of urban safety in the seven focus areas, during which a phased approach will be applied. Conceptualization of this integration process has already begun within the Urban Land, Legislation and Governance Branch that houses the Safer Cities Programme and will be used as an example to develop agency-wide collaborations.
- The systematisation of its methodology of work between normative and operational activities and in relation to partnerships and divisions of tasks/roles, within and outside UN-HABITAT
- Development and implementation of a global action plan on safer cities 2012 – 2016 will be an important element of the Safer Cities Programme Strategic and Institutional Plan 2014 – 2019 phase.
- The Safer Cities Programme will continue with its efforts to mobilize resources and expand the donor base, including strengthening its relationships with the regional offices to implement regional and country programming.

This document presents the outline of the Strategic and Institutional Plan for the Safer Cities Programme within the framework of the Medium Term Strategic and Institutional Plan (MTSIP) of UN-HABITAT 2014-2019.

**THE VISION OF UN-HABITAT SAFER CITIES PROGRAMME**

UN HABITAT Safer Cities Programme is a local government support programme that seeks to contribute to the overarching goal of UN-HABITAT, Sustainable Urbanization through integration of safety into national urban policies as well as city growth strategies that include urban governance, appropriate urban management and planning, in order to reduce and ultimately prevent the incidents and impacts of urban crime and violence in developing countries and those with economies in transition.

UN HABITAT understands urbanization as a source of development. Furthermore, the Urban Land, Legislation and Governance Branch of UN-HABITAT considers good governance depends on urban safety and social cohesion and that cities can contribute to urban safety by mainstreaming prevention into their development and governance agendas.

The concept of urban safety therefore provides a powerful platform for interaction with stakeholders and partners, both in the various sectors of urban development and in the crime prevention and law enforcement field, and represents a strategic entry point for UN-HABITAT into social development issues.
THE OBJECTIVES OF UN-HABITAT SAFER CITIES PROGRAMME

The Development Objective of the Programme is to strengthen local authorities and key stakeholders to be better equipped to deliver a measurable improvement in urban safety in particular for the most vulnerable groups in developing and transition countries.

The specific objectives of the Programme are:

1. Enhancing the convening capacity of UN-HABITAT on urban safety for all.
2. Validating and implementing a holistic multi-dimensional approach to urban safety and securing the urban advantage for all.
3. The consolidation and testing of existing urban safety tools and the continuous development of new innovative safety tools.
4. Awareness promoted among partners through monitoring and strategic communication on securing the urban advantage for all.

THE MISSION OF UN-HABITAT SAFER CITIES PROGRAMME

The Programme MISSION is to be the international catalyser and the primary resource for promoting just and safe cities for all, free from fear of crime and violence, supporting local government, their associations, and engaging with national governments to facilitate this support.

To this end, UN HABITAT considers its essential mission to serve as:

- a global secretariat for a Global Network on Safer Cities,
- a facilitator for decentralized cooperation for city to city exchanges and replication
- as an observatory/databank, and nexus of technical expertise and training

THE APPROACH OF UN-HABITAT SAFER CITIES PROGRAMME

The SCP approach adopts an integrated and holistic approach to urban safety issues focusing on personal security, the reduction of crime, violence and feelings of insecurity - an area of focus that is largely neglected in urban development work. This approach has as its foundation an integrated, multisectoral approach to crime prevention, encompassing social, environmental and institutional dimensions. It is based on the understanding that urban insecurity and crime are complex, multi-layered and multi-dimensional concepts, and that crime prevention efforts need to be sophisticated in addressing this complexity.

The SCP further recognize that it is important to address safety as a cross-cutting and intersectoral issue for sustainable urban development, enhancing and supporting livable common spaces, the promotion of gender, culture and age-specific contexts. In particular, participatory governance and sustainable urban development lie at the heart of the Safer Cities Programme and is at the core of the strategy for reducing urban insecurity. The Safer Cities Programme approach recognizes that interventions to address causes of crime and develop a culture of prevention are crucial to achieve sustainable gains in urban development and to improve institutional relationships and capacity in urban areas.
Urban development and the role of urban safety policies

- **Decentralization processes and the role of local authorities in security policies** - Experiences have demonstrated that only local policies, developed through a participatory consensus building process, can effectively address the situation. The Safer Cities Programme has spearheaded the urban crime prevention approach through city projects, providing technical assistance to cities in order to strengthen their capacity to formulate and implement integrated local crime prevention strategies, acknowledging the responsibility of local authorities in crime prevention. At the local level, the programme provides direct support to local actors formulating and implementing local crime prevention strategies, in addition to highlighting the need to support community efforts and initiatives.

- **Safety as a condition for equitable cities** - Unless urban violence and its manifestation of exploitation of the poor and other marginal groups is addressed as part of governance improvements, programmes to improve the lives of urban dwellers will have limited impact. The reduction of crime and insecurity is therefore a precondition for the development of more just and equitable cities and communities, as it is for the increase of investments.

- **Participatory governance**: - Participatory governance and sustainable urban development lie at the heart of the Safer Cities Programme and is at the core of the strategy for reducing urban insecurities. Community participation in crime prevention, the collective production of security and the development of innovative community initiatives are key elements that foster a sense of solidarity, community development and provide a more sustainable response to insecurity. Preventive actions addressing safety issues (e.g. drug addiction, violence against women and girls, and youth violence) or targeting specific vulnerable groups (e.g. street-children) are particularly good instruments in developing local policies that build on and strengthen communities.

- **Democratic responses to insecurity as a contribution to inclusion and good governance** - Insecurity in urban areas has resulted in repressive and segregative measures, which appear justified by the intolerable levels of risk and violence present in some contexts. However, responses that focus on ‘proximity’ problem solving and root causes and that favour participation and support to vulnerable groups have a great potential to contribute to improving the overall climate of safety and the quality of life in cities and therefore need to be articulated and disseminated.

- **The contribution of crime prevention to innovative physical planning and the management of public space** - In the urban environment, the planning and design of public spaces may play a significant role in preventing crime. Acknowledging that crime in the public space is a major hindrance to proper functioning of urban agglomeration and jeopardizes the very nature of urban space, the prevention approach seeks to reclaim public space and offers tools to mediate in conflicts of uses and functions. The prevention approach also advocates for inclusive approaches to the management of public spaces, which are based on consultation between the local authorities, formal and informal sector users, and the communities themselves.

- **Long term perspective** - the Safer Cities Programme also recognizes that long term sustainable impact on insecurity can only be achieved by tackling root causes and
changing attitudes towards insecurity from stigmatisation and gating, to solidarity and social cohesion. This requires consistent communication, ensuring the availability of information on prevention strategies, approaches and key messages, highlighting the benefits of long term responses and interventions, which benefit from everybody’s contribution.

The human dimension of insecurity – groups and communities at risk.

The SCP approach also recognizes that crime affects different groups in different ways, both from the perspective of potential victims and of potential offenders and insecurity and crime particularly affect youth and women. Incorporating dialogue, active engagement and participatory consultative mechanisms will ensure that our approach, policies and tools are relevant and responsive to the needs, interests and issues of groups and communities at risk by ensuring their continuous input.

- **Youth at Risk** – One of the most vulnerable groups in matters of security are youth and adolescents in poor communities, school dropouts, and youth whose socialisation has taken place in lawless areas or ‘urban ghettos’. Children and young people growing up in these environments, those affected by some form of social disadvantage (such as families in crisis) or with behavioral characteristics affecting social integration are most at risk because of poverty, harmful environmental conditions, family disruption and violence. Targeting these groups, as well as street children, implies working on the different factors that determines risk and trajectories into criminality. Safer Cities supports integrated youth policies at the city level in order to address the particular needs of youth, considering youth as resources and not as problems, and involving all relevant urban stakeholders. The SCP development of knowledge, tools and methodologies, through training activities and exchange of experiences is an important component of this approach, which engages directly with youth organizations in implementation.

- **Addressing women and girls’ safety**  Safer Cities contributes to the development of policies addressing violence against women and children in both the domestic and the public sphere. Addressing violence against women, in public and in the private realm, poses specific problems in each cultural context, and issues that affect women and girls are often overlooked. Safer Cities promotes activities that involve raising awareness on gender and violence issues among law enforcement actors and other key stakeholders, involving men and boys in seeking solutions. Tools are also being developed to address the issues related to violence against women. In particular, tools for the collection of disaggregated data, for the sensitisation and involvement of men and for women's safety audits. Furthermore, Safer Cities organises the exchange of experiences, good practices and lessons learnt in this field.

- **Crime Prevention in post-conflict situations** - The dimensions of crime and violence in a post conflict situation are numerous and not fully understood. The availability of weapons and of people that have familiarity with them, the dislocation of social set-ups and the movements of displaced populations (including movement into cities), destruction of livelihoods and the lack of institutional set-ups are all factors that impact on crime. In addition, criminalization of IDP and refugee communities and the impact of crime on the reconstruction and recovery processes are phenomena that need to be addressed in order to achieve sustainable recovery.
THE KEY DELIVERABLES OF UN-HABITAT SAFER CITIES PROGRAMME

The Programme will directly contribute to the Governance, Planning and Management Focus area of UN-HABITAT’s Medium Term Strategic and Institutional Plan (MTSIP), and will concentrate on:

1. Governance of safety at local level – i.e. support to local dialogue, integrated prevention, policy development, and citywide strategies.
2. Safety and security within urban public spaces and in connection with slum upgrading, urban renewal and urban development projects in general – i.e. support to community safety strategies and ‘area based crime prevention’, and to public space and infrastructures (public lights, road and transport, recreation, etc.) as hubs for crime prevention/social integration.

It will pay attention, in this context, to policies addressing youth at risk in cities, and to addressing violence against women and girls, to innovative approaches of the criminal justice system to address urban insecurity, and to the specific contribution of urban crime prevention in post conflict situations. However, it will maintain a focus on integration of these components within local governance processes, and in specific urban spaces (public spaces, slums in particular).

Based on the specific added value that the UN and UN-HABITAT can bring to the urban safety agenda, and to the lessons learnt from past experience, the Programme has singled out the following key areas in which to focus its efforts and measure its results, at least for the next 2-3 years:

1. Local crime prevention strategies as integrative tools to support partners’ efforts and achieve synergies and optimal resource allocation from various sectoral concerns (direct link with governance improvement).
2. Safety in streets, public and open spaces as key dimensions for functional and vital cities and a key area of manifestation of crime and social disorder (direct link with planning and management). Safety in public and open spaces is also a cross cutting issue specific to the HABITAT mandate.
3. Safety conscious urban development interventions that incorporate urban safety as a specific dimension are aware of their potential impact on urban safety and deploy adequate tools and knowledge to ensure a positive contribution (mainstreaming of urban safety approaches).

THE WORKING METHOD OF UN-HABITAT SAFER CITIES PROGRAMME

Normative and Operational: Safer Cities adopts the view that delivery of urban safety and the specific level of intervention of the programme requires both normative and operational activities at both global (and regional) and local (and national) level. The levels of intervention are in part a response to the new vision of the agency that underscores the importance of building upon the consolidated achievements, by sharpening the focus and reinforcing the global component of the Programme, establishing a truly global partnership capacity and outreach, and improving the delivery and scale of impact at all levels.
UN-HABITAT will seek to focus its cooperation with cities and countries in the 2014 – 2019 phase on enhanced normative operations framework, which will be articulated in awareness raising, knowledge management, policy assessment and on the governance dimensions of crime prevention demonstration, institutional capacity building, in addition to reinforcing the outreach and dissemination capacity. UN-Habitat’s normative operations work will contribute to increased awareness raising on urban safety issues through global reports and advocacy platforms under the World Urban Campaign Safe and Healthy Cities Cluster. It will also deepen awareness on safety in cities through the empirical evidence on the linkages between urban form and the scourge of crime and violence in cities and towns through a rigorous documentation process. A target will be established to offer support to 100 cities (by December 2016, up from 53 cities at the end of 2012) to integrate safety in their national urban policies and implement the holistic approach on urban safety.

**Partnerships:** Key to the implementation strategy is the enhanced role of partnerships and partnership arrangements both in house and externally with global partners in the context of the Global Network on Safer Cities (GNSC). The Safer Cities Programme is differentiated as a UN local government support programme and under this strategic plan will adopt a robust partnership strategy to enhance existing partnerships and develop new ones in order to deliver at the global level, as well as to increase impact and outreach at the local level.

Key elements of this strategy include:

- Enhancing partnerships for delivery at global level, and for increased outreach and impact at the local level with an additional focus on building academic partnerships.
- The Safer Cities programme strategy and partnership arrangements should be tailored to respond to the needs of local authorities and their membership networks.
- The key role of the present strategy in relation to partnerships should enhance the external visibility of Safer Cities as a global knowledge resource facility on urban crime prevention.
- Safer cities will act as the secretariat of a global network of partners on urban safety.
- A clearly defined image and message (strategy) and a communications plan shall support partnership building and operationalisation.
- Strategic partnerships will be developed in-house to address the potential contribution and integration of SC’s concept of urban safety to urban development work, and with other areas of Habitat interventions and crosscutting urban development themes.

**IMPLEMENTING THE STRATEGY**

The key objectives and deliverables identified in the Strategy require that a set of management and institutional mechanisms are put in place to support their achievement. Also clear timelines and a plan of implementation need to be defined, and monitoring and follow-up mechanisms established.

**INSTITUTIONAL SUPPORT SYSTEMS**

In support of the envisaged convening capacity and catalysing role within the Global Network on Safer Cities (GNSC), there is need to strengthen the institutional back-up for Safer Cities. This will go a long way in promoting the issue, and in facilitating both internal and external partnerships.

To date this is somehow the biggest challenge, but also the most timely, given the overall drive to strengthen UN-HABITAT’s capacity. The following are areas of intervention:
• Reinforce the linkages with the seven thematic branches of the agency
• Reinforce the linkages with the regional offices
• Reinforcement of human resource base – Human resource strategy
  o Establishment of network of expertise with RO, HPMs (time allocation, ToRs)
  o Establishment of ‘centres of excellence’ in key partner institutions.
  o Allocation of more core resources for staff (level and n. of posts)
• Reinforcement of resource mobilization capacity/mechanisms

FOLLOW-UP AND MONITORING MECHANISMS

In order to ensure that effective ownership of the urban safety agenda is built at the global level, the GNSC partners consultative, advisory, steering and cities assembly mechanisms will be reinforced. The Strategy will be monitored through participatory mechanisms which include regular consultations with partners, to review implementation and advances on jointly formulated workplans.

To this end, the GNSC International Steering Committee will champion and provide leadership on the urban safety agenda within the urban agenda in strengthening policies, tools and practices of the international community for effective responses to urban crime and violence. It will comprise of mayors, major Donors including SIDA and Germany and representatives of Habitat Agenda Partners.

An Advisory Panel of Eminent Personalities will provide guidance and advice on major issues of coordination, policy development and advocacy, and will comprise of individual experts with a background and experience of working with the Safer Cities Programme in tool development and implementation in cities.

A Partners Consultative Group of key partners will be convened at the UN-Habitat Governing Council sessions in order to ensure stakeholder participation in project formulation (yearly workplans design), implementation, follow-up, and evaluation. The group will be composed of a relevant group of partners at global and regional level that have established areas of cooperation within the Programme framework of tool development, knowledge management, training and capacity building, advocacy, communications and outreach. It will be carefully designed to ensure consistency of engagement and inclusiveness.

A Cities Assembly that will examine safety in cities and its impact on communities, cities, economies and the environment and aspire to become the world’s premier global platform for urban safety deliberations on the growing interrelated challenges of global urbanization, crime and violence. Taking place every two years, the Cities Assembly will convene at the World Urban Forum and will bring together a wide range of urban safety stakeholders including national governments, UN System organizations including the specialized agencies, intergovernmental organizations, national Habitat committees and other Habitat Agenda Partners such as the Global Parliamentarians on Habitat, local authorities, non-governmental organizations, urban practitioners, foundations, the private, business and non-profit sectors, and women and youth groups. The Assembly will also structure city to city cooperation on learning and knowledge exchange on urban safety practices as well as engage with UN-Habitat Safer Cities Programme on a multi-media knowledge repository.

Together they will constitute the Global Network on Safer Cities (GNSC), that will provide guidance on policy issues and coordinate the overall linkages on the urban safety agenda.
Annex 1:

KEY ELEMENTS OF GLOBAL AND REGIONAL LEVEL ACTIVITIES 2014-2015

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<tr>
<th>Objectives</th>
<th>Indicators</th>
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<td>Development Objective/Programme Objective</td>
<td>Between January 2014 and December 2015, the number of local authorities that are implementing holistic and multidimensional urban safety strategies and approaches has increased by 50%.</td>
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**Project Objective**

- Enhanced contribution of UN-HABITAT to effective global partnerships for delivery of urban safety and securing the urban advantage for all.

**Specific Objectives (1)**

1. **Convening capacity of UN-HABITAT on urban safety enhanced.**

   - Between January 2014 and December 2015, the number of partners within Habitat networks working on safety have increased by 100%.
   - Between January 2014 and December 2015, self-sponsored participants to safety related conferences, workshops, seminars, etc. that UN-HABITAT organizes has increased by 100%.

   **Activities:**
   - (1) Support to re-profiling and strengthening of Safer Cities within UN & external partners
   - (2) Joint programming promoting an integrated approach to urban safety with other UN agencies e.g. UNICEF, UN-Women and other partners
   - (3) Joint development of sustainable arrangements for partnership, networking and dialogue with key partners with global constituencies e.g. City-to-city co-operation

2. **A holistic and multi-dimensional approach to safety validated through dialogue with partners and member states; and operationalized through city projects.**

   - Between January 2014 and December 2015, the number of external and in-house partners subscribing to the Urban Safety approach has increased by 50%.

   **Activities:**
   - (1) Dialogue with partners and member states on the development of norms on urban safety at global and regional level (UN Guidelines on Safer Cities)
   - (2) In dialogue with key partners develop a normative position on safety and urban common spaces
   - (3) In dialogue with key partners develop a normative position on indices and standards on urban safety

3. **Safety tools developed, documented and tested.**

   - Between January 2014 and December 2015, the number of local authorities testing and implementing Safer Cities’ safety tools has increased by 100%.
   - Between January 2014 and December 2015, the number of international training institutions with safety curricula has increased by 100%.

   **Activities:**
   - (1) Testing and mainstreaming urban safety in national urban policies and city growth strategies.
   - (2) Documentation of tools and good practices in the field and identification of centres of excellence on urban safety
   - (3) Working in partnership with network of training institutions and centres of excellence in the development of tools and training approach (curricula) on urban safety
   - (4) Development, testing of a monitoring and evaluation framework for urban safety and development of an accompanying training module

4. **Awareness promoted among partners through monitoring and strategic communication on urban safety and securing the urban advantage for all as part of the World Urban Campaign**

   - Between January 2014 and December 2015, the average score on a survey test on urban safety has increased by 100% among selected national and local governments.

   **Activities:**
| (1) Monitoring and evaluation of urban safety initiatives in collaboration with partners | (2) Development of strategic information material and products | (3) Support to partners in awareness raising, dissemination and development of exchange frameworks | (4) Establishment of award schemes on good practices on urban safety |