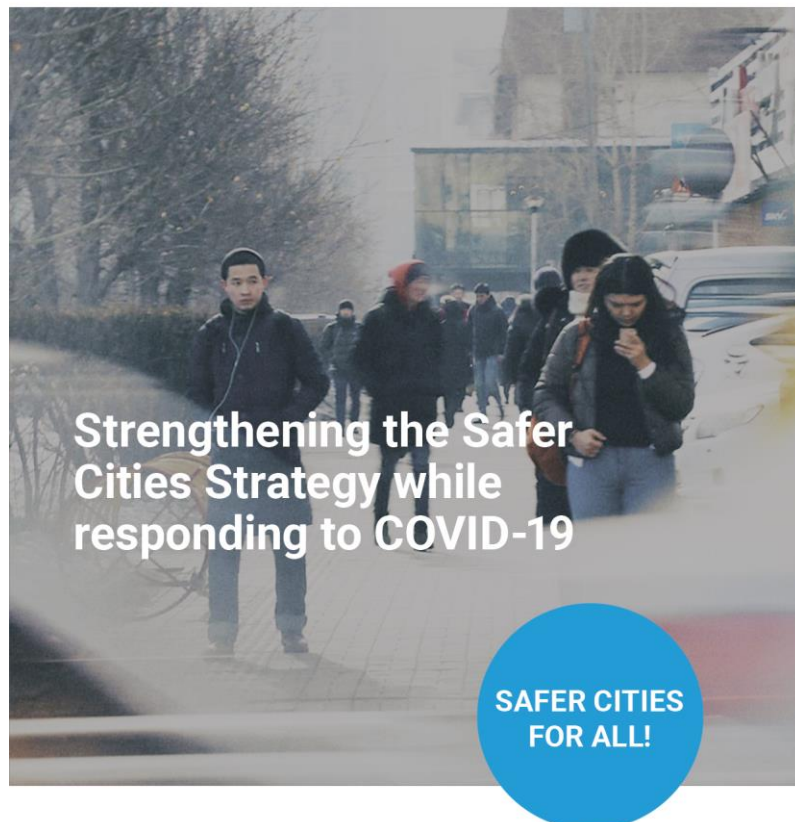




UN HABITAT
FOR A BETTER URBAN FUTURE



**GLOBAL NETWORK ON SAFER CITIES
PARTNERS CONSULTATIVE MEETING:
SAFER CITIES FOR ALL**



*Webinar
co-hosted by
UN-Habitat and the Global Parliament of Mayors (GPM)*

27-28 May 2020

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1. Introduction

It has been one year since the adoption of the United Nations System-wide Guidelines on Safer Cities and Human Settlements and the UN-Habitat Strategic Plan 2020-2023 by the 1st Habitat Assembly in May of 2019.

Had there been no COVID-19 pandemic, the Partners Consultative Meeting of the Global Network on Safer Cities (GNSC) would have been as important but very different. We would have celebrated our 25 years of work actualised in the development and adoption of United Nations System-wide Guidelines on Safer Cities and Human Settlements, which builds on our shared learning and experience in cities and local governments policy and practices. We would have confirmed our agenda for the next ten years to 2030. Instead, we confront a global crisis; we must reframe our knowledge and experience in light of the seismic shifts caused by COVID-19. Our agility and our deep relationships have allowed us to spend the last two days grappling with a new reality that we don't yet fully understand.

2. Programme

The 2-day webinar on “Strengthening the Safer Cities Strategy while responding to COVID-19” aimed to build on the current discussion on the impact of COVID-19 on urban security and connected this to the pre-COVID process of implementing the United Nations System-wide Guidelines on Safer Cities and Human Settlements, looking at how cities are responding to the increasing crime and violence in their communities and how local stakeholders and cities can support each other in the delivery of safety for all inhabitants.

The opening session of the webinar started on 27 May with an opening by Ms. Maimunah Mohd Sharif, Executive Director of UN-Habitat and GPM Chair Mayor Peter Kurz of Mannheim, Germany. This was followed by high level contributions from UN Women, UNODC and UNICEF. On 27 and 28 May four Thematic Sessions with around 30 speakers and 100 attendees explored topics from Urban Security to COVID-19 followed by a Closing Panel on 28 May.

Ms Maimunah Mohd Sharif welcomed everyone, and stated that the long-term solutions to our security problems do not lie in the creation of a new security infrastructure, but instead, in a development-oriented approach. “This new development infrastructure will require a coordinated approach involving all levels of government – local, regional, national, and international – and must involve the active participation of civil society and citizens themselves. It must be a comprehensive, whole of government approach inclusive of all relevant stakeholders and cities are key actors of this endeavour”.

Mayor Peter Kurz underlined the need for transparent integrated, data-driven, evidence based approaches to ensuring safer cities for all. “Mayors are at the forefront of developing, applying and rethinking appropriate measures to manage today's crisis. We must consider not only objective safety, but individuals' perception of safety, which is foundational to urban justice and sustainability. The culture of a safe city is based on the inclusion of all communities in all aspects of public life, and trust in local leaders and authorities”.

Representatives from UN Women, UNODC and UNICEF contributed to the opening with high-level reflections on how to increase safety while simultaneously responding to COVID-19.

Kalliopi Mingeirou, Chief of the Ending Violence against Women and Girls Section of UN Women emphasized that the COVID-19 pandemic highlights the need for multi-sectoral partnerships, especially when it comes to violence against women and children to ensure safe spaces for women and girls, available resources and services, and increased data gathering and documentation.

Bo Mathiasen, Deputy Director of the United Nations Office on Drugs and Crime underlined that multi-disciplinary, cross-sectoral, evidence-based programs are critical during times like now to ensure safe and secure cities. Transparency, accountability, and a governance-oriented approach to safety are key.

On behalf of UNICEF, Thomas George, Senior Adviser and Chief of Urban, pointed out that the

pandemic is a wakeup call that we must focus more attention on slums and informal settlements. Children are at risk of being the biggest victims in this pandemic; not because of COVID itself, but because of its socio-economic impact. Safety is a right of children and everyone is interconnected. Coordination across sectors is essential.

The Closing Panel, with contributions from: Victor Kisob, Deputy Executive Director of UN-Habitat; Raf Tuts, Director of the Global Solutions Division at UN-Habitat; Bo Mathiasen; Felix Munger, CEO of Canadian Municipal Networks on Crime Prevention; Mayor Peter Kurz; and Deputy Mayor Mariusz Skiba of the city of Katowice, and host of the World Urban Forum in 2022, concluded that cities are the most critical actors in flattening the curve of the crisis, and responding in the short and long term. Investment into cities and in global partnerships is critical.

a. Background

In the current COVID-19 crisis, the most vulnerable groups, particularly the one billion people living in slums and informal settlements, refugees, internally displaced people and migrants, are being threatened in cities and communities. The impact of COVID-19 control measures have already weakened the social and economic fabric of societies, leaving the vulnerable to fall into or be victim of urban crime and violence. In this context, UN-Habitat recently launched a COVID-19 Response Plan for 64 countries focusing on immediate action in poor and densely populated areas. To amplify the impact and broaden the reach of the Response Plan, UN-Habitat also launched a COVID-19 campaign, “Take action with us in cities and communities” which calls on civil society organizations, community groups, professional, academic and research institutions, businesses and local authorities to commit online to acting in solidarity to fight the pandemic in cities and helping the most vulnerable communities. The campaign will provide a central place to network and share solutions, initiatives, good practices, lessons and stories from partners and strengthen integrated action to improve the resilience of cities and communities.

b. 2020-2030: The Decade of Action

Over the past 25 years, UN-Habitat, through the Safer Cities Programme, has been spearheading the urban crime and violence prevention approach in developing countries, with city projects and normative work at the global and regional level. With the 2030 Agenda for Sustainable Development and the New Urban Agenda, the arena is now set for the 2020-2030 Decade of Action. Measuring and monitoring the delivery of safety for all inhabitants will be a key driver for propelling residents' actions in collaboration with their local governments. The Global Network on Safer Cities (GNSC) has established partnerships from the Global North to the Global South to develop and disseminate tools for local governments. These include resources on safer cities and policy documents on key issues such as spatial inequality, poverty reduction, smart cities, climate action, crisis prevention and peace building in sustainable urban development promoting safer cities for all.

UN-Habitat continues to advocate for the implementation of the United Nations System-wide Guidelines on Safer Cities and Human Settlements for policy development in cities and human settlements and on the planning, management and governance dimensions of crime prevention.

c. UN Habitat and the Global Parliament of Mayors (GPM)

The Global Parliament of Mayors (GPM) proudly coordinated the webinar “Strengthening the Safer Cities Strategy while responding to COVID-19 – Safer Cities for All”. In 2018, GPM Mayors adopted the GPM Bristol Declaration, expressing their commitment to work in partnership with UN-Habitat to advance the United Nations System-wide Guidelines on Safer Cities and Human Settlements. The following year, the GPM mayors agreed on the GPM Durban Declaration 2019 stating the ambitious urban security goal to reduce all forms of violence by 50% by 2030 in line with the UN Secretary General's Decade of Action Campaign. Furthermore, the GPM Mayors advocated for transparent, data-driven evidence-based approaches to improve public safety and security and to support global standards for urban security in line with SDG 16 and the New Urban Agenda. This webinar has been an important step in acting on these goals.

The webinar was built on the GPM Mayor's Declarations of 2018 and 2019, was in line with the UN System-wide Guidelines on Safer Cities and Human Settlements and strengthened the commitment

and network to support Mayors and their cities' proactive responses to protect their populations, halt the pandemic and work towards recovery and resilience.

d. Objectives

The webinar aimed to build on the current discussion on the impact of COVID-19 on urban security and connected this to the pre-pandemic process of implementing the United Nations System-wide Guidelines on Safer Cities and Human Settlements. The aim was to look at how cities are responding to increasing crime and violence in their communities and how local stakeholders and cities can support each other in the delivery of safety for all inhabitants. Enhancing the social capital in communities and in particular, the role of arts, sports and culture to improve safety and security was also brought into the discussion. The specific focuses of the webinar were:

- to address the need to strengthen domestic violence response plans in cities in the wake of COVID 19 and its social recovery processes;
- to review the current tools for urban safety and security applied by local governments and discuss the gaps and asks;
- to progress on the development of an annual "World 40 Days Safer Cities Challenge" to mobilise communities to action and highlight innovative community safety practices and partnerships with local government in the implementation of the United Nations System-wide Guidelines on Safer Cities and Human Settlements and;
- to review progress on the 2030 Agenda indicators on urban violence and the development of frameworks for self-assessment and benchmarking.

The online 2-day meeting aimed at promoting collective and united action from all international institutions. The speakers and participants exchanged their views on how to scale up actions for the creation of safer cities for all, thus contributing to the realisation of the SDGs and the implementation of the New Urban Agenda.

Inputs were brought toward an Action Plan reflective of the partnerships feeding into the next World Urban Forum in Katowice, Poland (WUF11) and as part of the implementation process for the UN systemwide Guidelines on Safer Cities and Human Settlements.

e. Key questions

The presentations and discussion were built up on the following key questions:

1. What are the Safer Cities considerations applied to the COVID-19 social recovery processes in countries?
2. Do cities have the appropriate tools to drive urban safety and security responses especially in the face of COVID 19? What challenges and opportunities can be identified and how can we learn from the experience of others?
3. What practical tools already exist for city level practitioners, what are the gaps and what support can UN-Habitat and partners provide to cities?
4. How to engage culture, arts and sports to better engage and mobilise communities to action for safer cities across gender and age?
5. How do we come up with better accountability mechanisms for reporting and benchmarking urban violence prevention efforts in the lead-up to 2030?

3. THE EMERGING LESSONS FROM COVID-19 ON VULNERABILITY AND SAFETY

Discussion leader: Dr. Shipra Narang Suri, Chief, Urban Practices Branch, UN-Habitat

a. Global Panel

Position paper author: Dr. Jaideep Gupte, Fellow, IDS, University of Sussex, and GCRF Cities & Sustainable Infrastructure Challenge Leader, UKRI

- Mayor Ricardo Rio of Braga, Portugal, and Treasurer Global Parliament of Mayors
- Mayor Manuel de Araujo of Quelimane, Mozambique
- Angela Mwai OIC, Team Lead, Human Rights and Social Inclusion Unit, Urban Practices Branch, UN-Habitat
- Dr. Achim Wennmann, Executive Coordinator, Geneva Peacebuilding Platform
- Yllaylee Das, Manager, Global Safer Cities for Girls Programme, Plan International, India
- Nomusa Shembe, Manager, Safer Cities Unit, eThekweni Municipality, South Africa
- Dr. Barbara Holtmann, Founder, FIXED

What are we learning about how this pandemic impacts what we need to do to mitigate vulnerability?

Panel members reflected on the lessons on urban vulnerability and safety emerging from the COVID-19 pandemic and its related socio-economic impacts on urban societies in low- and middle-income countries (LMICs). In this discussion we will examine how city officials and residents are working together to address the pandemic and its control measures, and how they impact crime and violence, especially with respect to domestic violence. What are cities doing to contain the virus, and what is their impact on safety and security?

b. Background

COVID19 is not a crisis of policing or security provision; it is a public health crisis with serious safety, security, and law enforcement implications. The emerging lessons for the security sector, highlight the need for: humane interventions that are tuned to gendered, localised and rapidly evolving risks and vulnerabilities; the enforcement of lockdown and social distancing measures without undue persecution, particularly of informal and other potentially stigmatised livelihoods; and for safety to be implemented at city-scale and through integrated responses. The UN System-wide Guidelines on Safer Cities and Human Settlements, as well as the Global Network on Safer Cities, might lead the required transformations.

The COVID19 pandemic has dramatically underscored the long standing consensus that cities must be on the path to inclusion. Cities must provide residents access to rights and in the longer term, better preparedness and resilience. Groups such as the UN-Habitat's Global Network on Safer Cities must use their experience and knowledge of vulnerability, inadequate resources, land tenure and homelessness, the importance of multipurpose public space, the intersection between public and private space, public private partnerships, integration of technology, mobile communication and the importance of relationships, trust and integrity in order to succeed.

Safer Cities guidelines and programmes must double down on considerations for simple and precise messaging to raise awareness of the trade-offs and complementarities between short-term actions, and long-term resilience and preparedness. This involves shifting the global narrative from one of scarcity and competition for survival, to an understanding that success can only be shared and that we are only as safe as our neighbours.

COVID19 is not an 'equaliser', but a shock to systems and infrastructures that amplifies pre-existing inequalities. Responses must therefore incorporate complex system-wide thinking and involve shared learning across the global south. UN-Habitat and the system-wide adoption of the Safer Cities Guidelines provide a key platform for south-south and south-north shared learning. Safer Cities

programming worldwide has amassed knowledge, skills, tools and practices over many years and continue to learn lessons during COVID19. This presents important opportunities to join up approaches across sectors and areas of expertise.

c. Presentation of position paper

Cities and pandemics have a long shared history; what we are experiencing with COVID-19 is not new. COVID-19 is not a crisis of policing; it is a public health crisis with security implications. We must focus on integrated system responses instead of looking for a single panacea.

Criminal violence is increasingly concentrated in urban areas. The number of urban residents exposed to criminal violence has been increasing and is set to double from 2 to 4 billion by 2050. Global scans reveal a variable impact of the pandemic on incidences of crime and violence. Riots and violent public demonstrations are down, but these are likely to return to possibly higher rates once the lock down ends.

Many vulnerable populations, like migrant labourers, are being forced out of cities due to lock down policies. This only drives up homeless numbers or pushes people into the informal settlements, and additional steps must be taken to ensure that evictions cease. Focus will need to shift from citywide lockdowns, to a more nuanced system of sub-municipal control zones aided by real time situational analysis. UN-Habitat has put out a policy on this. They have strongly called on local governments and national governments to not allow evictions during this time.

Also, there are decreases in some organized criminal activities. But in other areas, there are new opportunities for crime. We see increases in domestic violence, violence against children, gender based violence and anti-social behaviours. This pandemic is experienced differently by different individuals based on their gender, their geographical location, their age, their profession and their socioeconomic status, but most importantly, whether they live in an informal settlement or not. Lockdown measures have increased gender based violence-related risks and violence, by reducing victim's ability to access external support. Additional resources and innovation are required to enable access to help lines, to report incidence of violence, and to provide legal support to victims. Focus on gender equality and women's empowerment programming to target gender relations and the structures of social systems in which men and women live.

Mayors, city officials, and civil society organizations also bear a responsibility to raise awareness of public brutality and to ensure that police act in respectful ways. Community policing initiatives to strengthen trust-based relationships between the police and residents is key.

We also need digital and technology based interventions. These include: ensuring that the digital tools that we are coming to rely are not excluding certain groups over others; transformational (not frontier) technologies; transforming digital infrastructures and practices in order to prepare for the future of our cities. By focusing on city-to-city learning, the United Nations System-wide Guidelines on Safer Cities and Human Settlements can help provide a common platform. These will help to provide the kind of connectivity that we need.

d. Panel response to position paper

Angela Mwai

- Social inclusion and human rights are at the centre of accomplishing and providing safety in cities. One size doesn't fit all- we need different measures.
- It isn't just poverty that causes violence and crime, but rather the degree of social inclusion that causes poverty. The less people in a city feel connected to each other, the more fragmented the city is likely to be. It deprives citizens to access opportunities of safety as a public good.
- Social inclusion and human rights lead to safety, providing economic and social opportunities
- We need to learn, during this time of COVID-19, to strengthen the municipal and local authorities safety strategies by coming up with a comprehensive urban safety monitor and using disaggregated data and indicators that assess the impact of the efforts taken to promote safety.

- “What we need is a home, a safe place to live, we need to be able to move in a safe environment, we need help from third parties.” Residents need to be in a safe environment to perform day-to-day tasks.

Dr. Achim Wennmann

- The utility of grassroots peace-building networks to shape the responses at the community and city levels cannot be overstated. These networks know the context, are organized transnationally, and they are useful in implementing the urban safety program.
- On the issue of de-facto control of territory in cities by criminal cartels and gangs: this is particular true in places where the city and national governments are incapable or unwilling to help residents during this difficult time. It is important to make use of public goods during this time so that people don't turn to criminals for support. We must ensure that people are receiving the essential resources they need to live.

Yllaylee Das

- There is a need to strengthen the whole ecosystem of urban governance in which no one can be left out. Inclusivity is the go-to mechanism for everything. There must be a more cohesive, inclusive approach, which builds in better accountability mechanisms. Community groups and community members themselves must be included in this process together with the youth and women, who are rarely decision-makers, more often audiences.
- We need to focus on inequitable access to digital services.
- The police are central to COVID-19 responses, but police brutality is a problem. Heavy handedness leads to quick fixes, not solutions. Building back lost trust will be difficult.
- Creating spaces, alternative spaces, in the public domain for those facing gender based violence, including young girls is important.

Dr. Barbara Holtmann

- Safer Cities over the last 25 years have been working on plans for the ways in which safety contribute to working towards the Sustainable Development Goals. We can move from scarcity to abundance in which everyone can be useful as a collective in moving back toward our goal.
- COVID-19 is not a crisis of safety; its a health crisis that has a huge impact on everything we do. There will be massive trauma from the pandemic and the economic crisis that is to follow. Safety is central to our ability to recover from crises.

e. Case Studies (Braga, Quelimane and eThekweni Municipality)

What are your greatest security challenges and how are you working to counter them?

Mayor Ricardo Rio of Braga, Portugal

- We are the 3rd safest country in the world; criminality is reduced, and Braga has better figures than anywhere else in the country.
- Empty public spaces are less safe than busy public spaces; we must tackle violence in both the public and private realms through prevention and reaction. We must address structural issues like unemployment and lack of housing in order to get through the current crisis.
- The reality of COVID-19 has brought specific security challenges in three dimensions:
 - 1) Increased criminality in the public spaces because of confinement. To combat this, we have invested in our police services.
 - 2) Gender based violence is increasing because of confinement. High increased risk of violence within household relationships, husbands and wives, kids and parents, and elderly adults and their caretakers. There is a need to create monitoring systems in and through neighbourhoods, which include specific organizations and community groups, and create rapid response mechanisms so that we can protect those who reach out. We are working with NGOs to build these mechanisms.
 - 3) The economic and social risks associated with COVID-19. High unemployed rate, lots of layoffs, incomes decrease, greater demand for public services. Needs, if unfulfilled, might be met through criminality. We are creating solutions for homeless people, providing services to people

with lower incomes and food to those who are in need of nourishment. The overall strategy here is to restart the economy as quickly as possible. We are trying to work on the structural problem underlying the economic and social risks caused by COVID-19.

- Communication and PSS: Not only for frontline workers, but for the general population, we have provided a free hotline for psychosocial support (PSS) connected to the medical school. We have also developed an initiative through social media platforms to keep the mind busy while in confinement. We're trying to bring back some level of normality despite the circumstances.

Mayor Manuel de Araujo of Quelimane, Mozambique

- Mozambique is coming from the opposite end of the spectrum than Portugal: is one of the least safe places in the world. North of Mozambique there is an insurgency, almost a full war combined with a debt crisis. The regime in Mozambique is considered an autocratic regime. Quelimane, a coastal port city, is a drug corridor facing lots of major challenges even before the pandemic struck.
- Quelimane declared a state of emergency on April 1, 2020. It was renewed after 10 days, and will likely be renewed again. There is an inter-institutional conflict among the municipal police and the national police.
- The issue of policing and human rights is of paramount importance in Mozambique and Quelimane. Quelimane is witnessing an increase in gender based violence and a rise in petty crimes.
- COVID-19 has interacted with massive preexisting challenges throughout the country, including ongoing internal insurgency and warfare, and long-standing inter-institutional conflict between local and national institutions, to create a high stress environment prone to even more conflict and violence. There is a need for holistic, structural solutions.
- Communication and PSS: only the young are interactive with the new and social media. The main means of communication in Quelimane is the radio. We promote debates and invite people to call in, in order to engage the community and establish a level of social connection. Some community groups will visit households facing serious challenges.

Nomusa Shembe, Safer Cities Manager, eThekweni Municipality, South Africa

- Case study on the safety situation in informal settlements in the eThekweni Municipality.
- Extreme food insecurity in informal settlements. As such, we are giving food parcels, social relief grants, and facilitating a housing project. Housing and residential projects are being accelerated.
- We are focused on the regions of greatest need of critical services, such as water and sanitation. We've engaged in mass sanitization projects, such as providing hand sanitizer for those living in informal settlements and providing hygiene products.
- There is a great need to improve collaboration between sectors and different levels of government (local, regional, national.) To consider this crisis holistically, safety, security and public health all need to be considered together. We find that our cities processes and structures need to be better aligned. We've provided support for social violence, allocating victims to crisis centres and referring them to police stations in high risk areas.
- In homeless communities, new shelters have been established, accommodating up to 2000 people, which provides 3 meals a day and are staffed by social workers. Everyone is screened upon arrival for COVID-19 or other diseases.
- The metro police and South African police services have increased their collaborations, they are normally always at loggerheads.
- Skills training: We are providing computer literacy, as well as carpentry and recycling skills to the unskilled.

4. USEFUL TOOLS FOR SYSTEMIC AND SUSTAINABLE SAFER CITIES APPROACHES

Discussion leader: Juma Assiango, Coordinator, Safer Cities Programme, UN-Habitat

a. Global Panel

Position paper author: Dr. Franz Vanderschueren, Director Urban Safety Programme, Urban Sociology, Universidad Alberto Hurtado, Chile

- Mayor Steve Benjamin of Columbia, South Carolina, USA, and Vice Chair GPM
- Mayor Oscar Escobar of Palmira, Colombia
- Dr. Elizabeth Johnston, Director General, European Forum for Urban Security (EFUS)
- Elsa D'Silva, CEO, Red Dot Foundation, Founder, Security App
- Olenka Ochoa Berreteaga, Womenpeacemaker by IPJ-USDiego, UrbanThinkersCampus, Lima, Peru
- Stefanie Chetty, Director, Urban Policy Development and Management, National Department of Cooperative Governance, South Africa
- Thomas George, Senior Adviser and Chief of Urban, UNICEF

The tools from the perspective of the current crisis while enhancing the achievement of long-term goals.

b. Background

The current situation generated by the coronavirus has shown a governance crisis that relates the city government with the central government. In several countries, the tension is evident between these two powers and will remain more acute in the post-COVID-19 economic and insecurity crisis. Early evidence indicates that governments that have been able to articulate central and local power have been more likely to be successful. The already perceived socio-economic crisis sees the importance of local authorities' proximity action with police and local communities, especially in low-income neighbourhoods where hunger becomes urgent.

25 years of "territorial proximity" experience can teach us something on Safer Cities and identify some tools that we want to highlight, together with UN-Habitat process of change, based on four pillars:

- Reduce spatial inequality and poverty in communities across the urban-rural continuum;
- Enhance shared prosperity of cities and regions;
- Strengthened climate action and improve urban environment;
- Effective urban crises prevention and response.

c. Presentation of position paper

The Global Network on Safer Cities, based on its 25 years of experience, advocates for the principle of "territorial proximity." COVID-19 and the consequent socio-economic crisis show the need for territorial proximity between the local authorities and local communities, particularly in low income neighbourhoods. The risk if these two sectors aren't connected is a crisis of governance and/or a social outburst. Chile, where we've seen a serious confrontation between police and the people, is an example of what can happen when the people don't trust the local authorities. There was an exponential increase in common crime between 1970 and 1990, which led to police reform and increased private security. Municipalities become more active in security management and preventing crime.

The neighbourhood focus is the key level and unit of analysis when trying to ascertain the safety and security context in any given city. If we don't establish the right course of action, and if local actors don't take the lead, then we risk organized crime taking control, or a social outburst from among the community.

Another problem is chronic violence, which is reproduced through micro and macro processes such as extreme poverty, social inequality, lack of security politics, segregated urbanization, economic models of overexploitation of labour, destruction of natural and man-made environments, and the social banalization of police corruption, judiciary and other sectors of the government.

Human security must be co-produced, it can't be unilaterally imposed; partnerships and accountability are critical. Human security must address any and all kinds of vulnerability faced by the people at the moment within their jurisdiction. To strengthen human security, the essential process steps and conditions for success include the following:

Process steps: Leadership and vision, audits that reach the neighbourhood level, an overall strategy (axes and priorities), a plan of action, partnerships, and monitoring and evaluation.

Conditions for success include: financial, social and political support; creating a technical team; and installing a communications policy, which government officials are trained to know and follow.

Neighbourhood Audits: involves gaining knowledge of local risk factors (human security), the strengths and resilience of the population, the assessment of local prevention practices, and the discernment of perceptions of insecurity of the various segments of the population. It is critical to capture the diverse territorial dynamics.

Reaching the neighbourhood and community level using typologies: upper class, normal, vulnerable, high complexity. This facilitates municipal management.

The strategy employed by Safer Cities also provides ad hoc indicators and addresses the interconnectedness of all factors related to human security. The focus is always on neighbourhood priorities. Strategy: Strategic axes with specific projects. Without partnership, you are not efficient and won't succeed. You need to gain the consensus of the key local actors and stakeholder to work in partnerships.

Key partners: all local government sectors, as well as the youth. In certain places, you must work with the police to get anything done, such as in Latin America.

Can this framework be adapted for the UNHABITAT Strategic Plan?

Yes, with a Global City Strategy: Crosscutting local authorities. It will require these proposed changes: guide the process in order to ensure interaction with various communities; communicate & monitor the process; create specialized teams; audit at the neighbourhood level; have a specific strategy or plan of action in place. External evaluation is crucial, as is having a communication policy.

The important role of local governments is now recognized by the UN. This is reflected in the New Urban Agenda, as well as the United Nations System-wide Guidelines on Safer Cities and Human Settlements, adopted one year ago, as well as other international documents and agendas.

d. Panel response to position paper

Dr. Elizabeth Johnston

- Co-production of safety strategies is crucial and has been accepted throughout Europe. Rather than social distancing we need *social cohesion* more than ever, especially at the international level, where we need a coherent, coordinated response to COVID-19. Social cohesion is an instrumental part of human security. Mayors have been crucial actors during the pandemic. They have not only been relied upon for conveying practical information, but they have also been depended on for offering reassurance and hope.
- At the European level, this global crisis has shown us that cities have been very agile, much more than at the national levels. Executive branch officials looked to mayors for help. Even though countries are relatively small in Europe, the neighbourhood level was the most relevant, the city level and the city management has really shown its indispensable role.
- The cities that succeeded in being agile had partnerships that were already well formed. This is an argument in favour of investing in professionals that do safety audits and in the importance of

formalizing partnerships that allow people to coordinate and strategise in a context of unforeseen situations, such as now.

- What is the scope of a safe city strategy? The most important thing is that it is inclusive. Investing in a safety strategy means that a city is better equipped to more easily adapt to new situations.
- Mayors have been instrumental in both communicating very practical information, but also in reassuring their communities that there is leadership during this distressing time. This is key: our topics about urban security are very loaded, and this crisis has been extremely stressful. The lack of national leadership in places like the USA, created a lot of anxiety within the population. Mayors stepped in to restore a sense of confidence and assurance that we are in this together as to limit the fear that's been created by the situation.
- Social cohesion is an instrumental part of human security. The institutional and governmental response to COVID-19 has been instrumental and important, but so, too, has civil society.

Olenka Ochoa Berreteaga

- Urban security is multi-dimensional; it is connected to the economy, to gender relations, to how children are treated, and to the existence of conflict resolution mechanisms. Community mapping is key, as is the local adoption of global standards.
- Three factors are essential during this time:
 - (1) Safety: the general order must be peaceful, not conflict prone, and the economy needs to be back up and running for this to occur.
 - (2) Local governments need to promote the local implementation of global standards. They must implement the humanitarian crisis tools that already exist, such as the Sendai Framework for Disaster Reduction and the 2019 Minimum Standards for Child Protection. These are post-disaster tools and we should use them.
 - (3) Conflict resolution and endorsement of international declarations. We endorsed the UN Security Council resolution focused on peace, women, and protection of the civilian populations. Mediation of conflict is key in the current moment, as well as in the post-crisis period. We also endorsed General Comment 19, which was adopted by the UN Children's Rights Committee and focuses on the importance of public buy-in to support the guarantee of all children's rights, and the New Urban Agenda, which gives us tools that can be applied in the COVID-19 context. Local governments should adopt and/ or endorse all of these international documents.

Best practices and tools based on our experience include:

- supporting frontline workers (police, municipal officials, health providers);
- conducting local mapping so that frontline personnel know where the vulnerable communities are located and who has what needs;
- create a special office to defend the right to the city;
- adopting local mechanisms for social monitoring and conflict resolution;
- creating systems that are transparent and accountable;
- collecting data and create a database;
- creating a new strategy to deal with street vendors and the informal sector of the economy, which is so crucial in so many cities;
- forming partnerships between public and private sector, national and local governments, and international governments;
- promoting strategies to combat domestic violence and teen pregnancy;
- adopting strategies for youth and children.

Elsa D'Silva

- We need evidenced-based, data driven approaches, focused on people's experiences and needs. Data is essential to correcting the trust deficit. Fear of violence is as dangerous as actual acts of violence; both reduce the opportunity for individuals to reach their full potential.
- People must be taught what violence is and includes, and what laws and resources are in place to combat it. Gender sensitivity should also be taught at all levels and starting in childhood.

- Recommendation: make it easy for victims to report abuse. Make technology simple and accessible. Community building and eliminating the trust deficit are essential.

Stefanie Chetty

- Safety should be framed through the national Integrated Urban Development Framework (IUDF), as is underway in South Africa. The IUDF, which is an all-of-society approach, is a new concept of framing safety at the national level, but it brings together, and integrates, the urban and rural sectors. So far, its proving successful in South Africa, which has dealt well with the pandemic. The IUDF is focused on cross-cutting issues: urban safety, urban resilience, and rural-urban interdependence. Safety is a cross-cutting issue that has implications for all of local government planning efforts. Collaboration is key among all sectors: government, private sector, civil society and community. Safety is cross-cutting issues that has implications for all of the local government planning efforts.
- We've adopted the United Nations System-wide Guidelines on Safer Cities and Human Settlements. This has helped to empower active communities, encourage the adoption of municipal by-laws, lead to the creation of economic development plans, forced urban planners to examine safety through the lens of environmental design, and compelled active public and community participation, including women and youth.

Thomas George

UNICEF is redefining its model to be based on a more interconnected concept of security. Five points to highlight:

- Leadership and communication are key among a wide variety of sectors. This requires city leadership, but also partnerships with provincial, national governments, as well as civil society and the private sector.
- Need for data and evidence. There is lots of data available on violence, much of it is based on surveys. But someone needs to take the lead and make sure it is available in one spot. This data must then feed into the city planning process; a separate safety plan is not sustainable. Safety is a cross-cutting issue, embedded and integrated in the planning process in the country and cities; if not, it is not sustainable.
- Integrated planning.
- Systems and services: need both for reporting violence, for preventing violence and for referral. We need these three streams of services working together. For people to come forward, there must be a perception that someone is responsible.
- Community Engagement. It is not enough to keep the city safe, the residents have to feel safe.

e. Case Studies (Columbia and Palmira)

What is human security today and how do we build this into the scope of city planning?

Mayor Steve Benjamin of Columbia, South Caroline, USA

- Our focus during COVID-19 has been on data driven responses. We've been razor-like focused on maintaining public services and addressing the cleavages that we knew would emerge after the pandemic broke. A total of 6.5 million USD sustainability budget has been secured specifically for public safety needs, such as feeding food insecure communities.
- Messaging: Mayors across the country are required to show real and quick leadership. Mayors have helped to humanize the response.
- Tool: We issued a "stay home, stay safe" imperative before the national government or the state government had done so. We've instituted a number of law enforcement measures. One tool in particular, a curfew, has proven successful. Our curfew requires people to remain indoors during specified hours, which are pegged to the times of the day that we had the most challenges with public safety (11 pm and 6 am). This also helped to establish a sense of urgency and to provide a legislative basis to do our job. We backed that curfew up with funding of 3 million dollar for our law

enforcers to enforce the curfew. The result: this past Friday, we received a city wide report from our chief of police. Its still early, but the curfew has been particularly helpful. This report showed:

- We've had a significant increase in people participation in public discourse, between 300% increase to a 70 fold increase in the number of people participating in our online city planning and council meetings.
- Property crimes and total crimes went down by 22%; and homicides are down by over 60%.
- No curfew violations since it was enacted in March 2020.
- Vulnerable groups: We need to ensure that migrant communities are included on task forces and in the community. At the macro level, there is a big worry on how the impact of this virus will be on migrants. In the US, migrants will suffer for certain, as the nationalistic tendencies of closed borders will prevail. This ignores entirely that we live in an interdependent global society where migration is key.

Mayor Oscar Escobar of Palmira, Colombia

- Urban violence is a multicultural phenomenon. Violence is geographically concentrated and youth are the most affected population. There is a need for a strategy of violence prevention in Palmira. We need data to deliver evidenced-based policies. Innovative social modelling practices around crime and violence are occurring in the city of Palmira, a middle sized city in Colombia.
- Since the lockdown, Palmira had a 29% decrease in the homicide rate; once the lockdown/curfew was imposed, the reduction has gone down further, a 61% reduction. Our goal is to bring the homicide by youth rate from 80 to 66 in four years.
- The national government is allowing mayors to easily obtain new credit for projects that will reactivate the economy.
- One of the challenges is communicating with the citizens. My campaign depended heavily on social media and I'm accustomed to using technology to communicate my messages with the citizens through YouTube.

5. INCLUSION, SOCIAL COHESION AND SAFER URBAN ENVIRONMENTS

Discussion leader: Cecilia Andersson, Coordinator, Global Public Space Programme, UN-Habitat

a. Global Panel

Position paper author Professor Doris Sommer, Harvard University, USA

- Mayor Mxolisi Kaunda of eThekweni, Durban, South Africa, GPM Mayor
- Deputy Mayor Adham Darawsha of Culture, Palermo, Sicily, Italy, GPM Mayor
- Denise Bax, Head of Communications, Cities and Event Unit/Culture Sector, UNESCO
- Dr. Sipho Sithole (PhD), Research Fellow, University of Johannesburg
- Rainer Kern, Director, UNESCO City of Music Mannheim and advisor to the Mayor of Mannheim
- Professor Eric Corijn, Vrije Universiteit Brussels, Belgium, and Cosmopolis, Centre for Urban Research
- Jordi Pascual, Coordinator for Culture, UCLG
- Dr. Ege Yildirim, ICOSMOS Focal Point for the SDGs, Istanbul, Turkey

Advocacy and outreach on safer cities highlighting and scaling up community voices and actions on safety in partnership with local government.

b. Background

Efforts to achieve urban safety now include a people-centred approach that promotes inclusion and social cohesion. Until recently, safety has been addressed in two general ways: policing and infrastructure. Both amount to top-down paternalism. Sometimes cultural programs cushion the imposition, but the programs often address people as receptive and ideally obedient. Receptivity promises little for inclusion or coherence, because urban youth are not passive, but dynamic. Either they actively participate in urban environments, or they resist impositions. Their energetic resistance can lead to violence, which is probably simmering during the current pandemic. Our assignment is to redirect – not to extinguish – that youthful energy, because policing and punishment have not worked, nor has infrastructural investment.

c. Presentation of position paper

In 1995, the Secretary of Culture said there was nothing to be done about Bogota, which was crime ridden. So the Mayor of Bogota hired 20 pantomime artists to replace 20 corrupt police officers. The results were hilarious: crosswalks and traffic lights became performative. In one year, traffic deaths were reduced by 50%. Then they went after drug traffickers. Homicides dropped by 70%. Citizens learned to be active stakeholders of their city, not passive wards.

The participatory arts reduce violence and increase the safety of neighbourhoods; they are a way to co-construct a safer city. A strategy based on policing and punishing alone does not work, nor does investment in infrastructure alone. Art should be viewed as a process, and anyone can be an artist. The arts redirects violence to socially cohesive and inclusive activities. Art is both an opportunity and an obligation.

The United Nations System-wide Guidelines on Safer Cities and Human Settlements takes a people-centred approach. This is a paradigm shift; art has never before been considered as part of safety and security. The participatory arts improve safety. Participatory arts are based on co-constructing safer cities; everyone can participate. Entertainment can be enjoyed passively, but actively participating gets people engaged and fends off resistance. We need to redirect people's energies away from frustrations, which lead to violence. A people-centred approach can lead to cost-effective investments in the arts.

Art provides opportunities for choices and can cultivate inclusion. Giving young people choices to make allows for a sense of empowerment. Choices help people get beyond feelings of being emotionally stuck, which is trauma. A strategy based on policing and punishing alone does not work.

d. Panel response to position paper

Professor Eric Corijn

- We must reimagine the world, change our narratives and cultural frames, and the arts are vital to this. Nationalism is confining and anachronistic, it is holding us back. We need to redefine our frames of reference by emphasizing that we are global citizens, and highlighting our diversity rather than our sameness (which nationalism emphasizes). We must empower cities as global actors, co-design and produce our public spaces, and create a localized form of representation.

Dr. Sipho Sithole

- The arts contribute to GDP and create jobs; they can also be considered essential to a community's economic development. The arts must be seen not as a product, but as a process and a way of thinking. Cities that succeed tap into the entrepreneurship and creativity of young people.

Dr. Ege Yildirim

- Cultural sites contribute to our sense of identity, pride, well-being; and they embody accumulated knowledge. They also contribute to safety and security by building inclusivity and social cohesion. Cultural heritage sites are vulnerable, especially now, but critical for resilience. They must be protected.

Denise Bax

- The arts and culture must be an integral part of city planning. Solidarity and cooperation are key to finding solutions during this time.

Rainer Kern

- We need culture to be centre stage as part of our cities, including in our vulnerable cities and communities. The way we think, solve problems, and plan our cities, culture must be included in these discussions and processes. We must ensure that arts and culture are accessible and co-produced by the vulnerable parts of our communities too, and not just a sector accessible to elites.

Jordi Pasual

- What is the narrative, the overall narrative that has been hegemonic over the past decades? The dominant narrative has been instrumental in focus, that culture is a tool for economic development. A new narrative about culture must be created and release it from its monopolization by states.
- The overall conversation is dominated by nations, who have adopted a narrative of instrumentalizing culture for their purposes. Civil society and cities are not part of that conversion.
- Culture is essential to the dignity of all and to the realization of human rights, not just about economic development. Unless we create another narrative based on human rights and the dignity of all, unless this becomes the new narrative, there is no hope.

e. Case Studies (Palermo and eThekweni)

Deputy Mayor Adham Darawsha of Palermo, Italy

Palermo used to be considered the face of the mafia. Yet, its now considered the cultural capital of the country. Over the past 30 years, we have changed the city by promoting cultural activities. Culture can be an instrument of social and cultural inclusion. Culture has historically been closed in a temple. The only way to preserve culture is to get it out of the classic closed door temples.

Mayor Mxolisi Kaunda of eThekweni Municipality, South Africa

In Durban, we've been focusing on how the municipality can ensure access to public spaces and how we can support the creative industries to be part of the glue of the social inclusion of the city. We issue grants to public and private museums and galleries, where creative people can promote their work.

The creative industries must be part of the city's design and planning process. Culture and arts will be essential to our post-COVID-19 recovery process. The creative arts are the glue that hold our very diverse city together. Culture is necessary to help us recover from the crisis.

6. INTEGRATED BENCHMARKING AND MEASUREMENT TOOLS FOR SAFER CITIES

a. Global Panel

Position paper author: Dr. Robert Muggah, CEO, Igarape Institute Brazil and Co-Chair GPM Advisory Committee

- Mayor Marvin Rees, Bristol, United Kingdom, member of GPM Executive Committee
- Dr. Rachel Locke, Director, Impact: Peace, University of San Diego and co-facilitator of Peace in Our Cities Initiative
- Dr. Irvin Waller, Emeritus Professor, University of Ottawa
- Robert Ndugwa, Officer in Charge of the Global Urban Observatory Unit, UN-Habitat
- Petronella Lehtela, Specialist, Urban Safety, City of Helsinki, Finland

How will COVID-19 impact longitudinal studies? The 50% Violence Reduction Target spearheaded under the framework of the Peace in Our Cities campaign.

b. Background

According to UN-Habitat, more than 95 percent of all reported COVID-19 infections to date have occurred in urban settings. Both absolute and prevalence of the infection will likely shift, however, as lockdown measures ease and people leave cities to more sparsely populated rural areas. While COVID-19 is distributed in over 188 countries, cities vary considerably in how they have responded to the infectious disease outbreak. Some have implemented aggressive quarantine measures with aggressive physical and digital enforcement, while others have adopted more lenient approaches. Notwithstanding considerable uncertainty about the longer-term effects of these measures, partial anecdotal evidence suggests that in the short-term they exerted sharp temporary downward pressure on certain patterns of crime and violence and increases in others.

The GPM, together with Path Finders and other organizations, are calling for a 50% reduction in violence by 2030. This comes to about a 7% reduction per year, which is feasible. Various cities have done this in less time. Start by focusing on certain categories: political violence, crime, sexual violence. The idea of reducing violence isn't a radical idea. Since 2015, we've had SDG 16, which calls for reduction in violence of all forms.

c. Presentation of position paper

COVID-19 is exposing the quality of governance, the levels of trust, the nature of inequality and the character of our social contract. Doing more with less will be the mantra of the COVID-19 era. Evidence-based, data-driven interventions are key. Cities need to have a security plan with clear metrics, indicators and targets. Without these things, they are flying blindfolded.

The safety and security of our cities is the most critical question right now. Our cities around the world are confronting monumental health challenges. In the coming months, priorities will shift to the massive economic impacts and challenges caused by the lockdowns. The pandemic is a great accelerator: it is exacerbating tensions that were already there and inviting new opportunities for crime. It is also changing social cohesion and collective action, not always for the worse.

Where trust in the government is low, security is less likely. Where there is trust, safety is better. The best solutions come not from above, from national governments, but from below, from local governments. Government responses to disease can diminish or accentuate the causes of violence. What matters is the intensity of the lock down measures, the fidelity of enforcement, the extent of surveillance, the categories and scales of support for the affected communities.

It is essential to:

- (1) Keep the focus on improving health right now, but make longer range investments in security too, which will help to improve health down the line;
- (2) Make sure lockdowns don't make things worse by exacerbating crime and violence. When services are perceived to be unfair or uneven, this can deepen grievance and frustration. When we roll out massive incentive programs, this will be targeted by criminals;
- (3) Double down on evidence-based, data-driven interventions. Get serious about investing in what works;
- (4) Major priority has to be around preventing and reducing sexual abuse and gender violence. Put in place mechanisms to support the resources that victims need;
- (5) Put in place robust social and economic programs with strong safeguards against corruption;
- (6) Integrate safety and security into the city planning process.

d. Panel response to position paper

Dr. Rachel Locke

- When done right, data and benchmarking are inherent exercises in bravery and leadership. Rather than seeing it as a technical exercise, we must understand the kind of changes we are asking of our leaders. Publishing data can be mobilizing and activating. Matching the data with an imperative is critical. Benchmarking and data must accompany a narrative of imperative.
- Incident data and systemic data both are essential; these two groups need to come together.

Robert Ndugwa

- UN guidelines provided a good starting point. What we are seeing gives us a wake up call to quickly do a roll out of these guidelines. They were developed to allow us to monitor, using a clear framework, what is happening in our cities in terms of safety and security. 179 indicators. It represented diversity and different contexts. Cities can draw out what is applicable to them. Now is good timing for us to embrace the digital technology and innovative tools. We will have a new normal. Should invest in crowd sourcing, will help us understand cities.
- This crisis has revealed vulnerabilities. This is an unprecedented crisis, from crime and safety angle, we need to place a spotlight on parts of our communities, those living in slums and settlements, where vulnerabilities are high. This crisis comes at a time when we are planning actions linked to the SDGs. We were trying to work on new measurements, to do benchmarking, to prioritize and assess where we are.

e. Case Studies (Bristol and Helsinki)

Mayor Marvin Rees of Bristol, United Kingdom

Bristol city of 460,000, 100 miles west of London, one of the 10 biggest cities outside of London. The annual GPM Summit in Bristol 2018 had one of the three key themes focusing on public health and pandemics. During the GPM Summit in Durban 2019, Mayors signed up to commit on public health and safety and we committed to SDG 16. We have begun to make the SDGs not just the framework for what we do, but the purpose for what we do.

COVID-19 stripped back our cities, exposed our weaknesses, our inequalities, our struggles, our vulnerabilities. The pandemic has distanced people from those support systems that they would normally access. Therefore, we have prioritized communication. In Bristol domestic violence calls and child abuse helplines are up. To be in touch, to be present, to let people know that we were still there on either YouTube, texts or Facebook, city level politics is more sympathetic to lead on inclusive politics, than the zero sum, border-driven national politics.

Petronella Lehtela, representing the EU Urban Agenda

The Urban Agenda for the EU aims to realize the contributions of urban areas to the objectives of the whole union by involving cities in design and implementation of new policies and has three goals:

Better regulation, better funding and better knowledge. Thematic partnerships are at the core of the Urban Agenda approach – a new form of informal multilevel cooperation. This comes from a need for improved collaboration and exchange of best practices among European urban authorities.

Partnership Security in Public Spaces is a new initiative, started in 2019. It aims to ensure that the role of local and regional authorities in security is better recognized at all levels and enshrined in the European Internal Security Strategy and other relevant European political initiatives or frameworks. It is crucial to develop the urban dimension of EU policies in the field of security.

7. Summary of the outcomes

The four thematic discussions were grounded in the presentation of position papers and a rich and diverse array of expert commentaries and mayor case studies.

The outcomes can be summarized on the basis of three main questions:

1. What knowledge and experience of pre-COVID-19 urban safety did we bring into this meeting?
2. How have we built on our institutional knowledge in the last two days?
3. Where to next for the GNSC?

- ***What knowledge and experience of pre-COVID-19 urban safety did we bring into this meeting?***

Safety is understood as a **crosscutting, inter-sectoral, interdependent** theme of the sustainable urban development agenda. Safety is a prerequisite for all other urban agendas and challenges, including inequality, crime, gender violence, and others. In short, safety is connected to everything else and cannot be isolated as a stand-alone issue to solve.

We have shifted over a long period, from a focus on the **symptoms** to the **causes** of unsafety. Safety is not just about crime and violence or security sector solutions. We need **developmental solutions** – and many local governments policy and practice provide us with lots of evidence on systemic and sustainable safer cities approaches.

Safety is only achievable when it is recognised as a **transversal priority** in urban settings. Many local government institutional coordinating units on safer cities offer this perspective of implementation of plans across departments and with other stakeholders, including the police.

Local capacity and capacity building must be integrated into safety and security interventions, to deliver stronger institutions to implement urban safety.

Partnership is essential. Safety narratives in cities must be inclusive for all. Consultation and collaboration must include **all spheres** of government, community members, technical experts, research and a wide range of local implementing partners.

The **neighbourhood focus** is the key level and unit of analysis for safety strategies on a citywide scale and must be guided by the principle of co-production of safety.

There are essential ingredients for safety strategies that cities must establish to guarantee conditions for success. These include: the evidence to action process steps; creating a **municipal technical team** with **financial and political** support; and a strong **communication** policy.

The **networks and relationships** that we have built in the GNSC are a great strength of our work and provide access to promising practices from around the globe.

- ***How have we built on our institutional knowledge in the last two days?***

COVID-19 is exposing the quality of governance in our cities. It is not a crisis of policing. It's a **public health crisis with safety and security implications** that requires integrated system responses. COVID-19 has disrupted every element of our social ecology. We also saw a rapid decline in homicides at the onset of COVID-19 but now gradually in return largely in Latin America and Africa due to change of routines.

The pandemic is highlighting the need for multi-sectoral partnerships, especially when it comes to violence against women and children. In our response to COVID-19, we must ensure safe spaces for women and girls, available resources and services, and increased data gathering and documentation. This topic must continue to be brought out from the shadows and into the light. We need to remain **committed to the “leave no one behind” principle** in the SDGs, including eliminating violence against girls and women. This however does mean only a focus on domestic violence; but also sexual violence in public spaces, which remains insufficiently addressed and other forms of lack of safety in cities.

Resilience and safety during COVID-19 are fundamentally linked and must be addressed in a **multi-dimensional approach**, linking crime and violence, with manmade and natural hazards and tenure insecurity of informal settlements. The arts are a tool for safer cities, a key resource for municipalities to reinforce their community engagement in safer cities strategies.

This pandemic is a wakeup call: we must focus more attention on slums and informal settlements in our safety strategies. **Children are at risk of being the biggest victims** in this pandemic; not because of the virus itself, but because of its socioeconomic impact.

Lack of safety must be tackled both in the public and private sectors through **prevention and reaction**, and by addressing structural issues (unemployment, lack of housing, etc). in order to get through the current crisis.

Multi-disciplinary, cross-sectoral, evidence-based programs are critical during times like now to ensure safe and secure cities. Transparency, accountability, and a **governance-oriented approach to safety** are key.

Vulnerable populations have been rendered more vulnerable. The impact of poverty, isolation, poor nutrition, poor health, low access to opportunities, inadequate infrastructure and punitive enforcement have intensified, rendering communities more at risk of falling into crime and violence. Domestic violence is on the upsurge. The utility of **grassroots peace-building and safety networks** to shape the responses at the community and city levels cannot be overstated. They know the context very well, they are organized transnationally, and they are useful organized in implementing the urban safety programmes. Inclusivity and trust are key.

Our understanding of vulnerability has broadened in a context of human security, to include not only a multi-dimensional perspective to safety but also include groups who have historically been protected from the worst impacts of disasters. The significance of **expanded vulnerability** must influence our strategies and interventions.

Our focus on development and use of safety indicators and integrated, data-driven, evidence-based approach enables **adaptive learning around safety** during and after COVID-19. In this endeavour, we must consider not only objective safety, but individuals' perception of safety, which is foundational to urban justice and sustainability.

In the next 6 months, cities will be faced with hard decisions, doing more with less, and fundamentally impacting on their current safety strategies – an opportunity to build on the evidence of what has worked.

- **Where to next for the GNSC?**

We share a vision and approach to urban safety as stated in the United Nations System-wide Guidelines on Safer Cities and Human Settlements to which we should use to **identify contextualised priorities** in our cities and local governments.

Tools developed within the network must be relevant to the differing local contexts of our diverse members and partners; and should lead to the **update of the UN-Habitat Safer Cities toolkit** capturing the innovations and broadening of concept around human security.

We must bring the safety lens to urban development interventions and COVID-19 responses, in line with UN-Habitat's Strategic Plan 2020-23 that captures safety as **a cross-cutting theme** in its four urban development pillars; and as well in a country case study of South Africa's Integrated Urban Development Framework (IUDF) which also captures safety as a cross-cutting theme over 9 urban development pillars.

UN Habitat has launched a COVID-19 strategy and intervention in 64 countries specifically targeting informal settlements. Building safety in cities prioritising informal settlements, their **coping and adaptation abilities are a key priority** for the COVID-19 response.

As partners, we now have the intervening period since the last WUF to report back with positive results to the next World Urban Forum in Katowice, Poland in 2022. Our role is to bring our historical expertise

as well as our learning during the early phases of COVID-19 to **strengthen responses and long-term strategies around the globe**.

We need clear, accessible messaging and materials for advocacy to achieve our progressive approach to the Sustainable Development Goals. The idea of launching an **Annual 40 Days Safer Cities Challenge** as part of the Urban October, similar to the 16 days of activism on violence against women, will be key in this regard.

We need to continuously re-visit **indicators** to enable mayors and municipal officials to measure the impact of our urban safety approach. The vision to develop an urban safety monitor tool in the implementation of the UN System-wide Guidelines, and aligned to the 2030 Agenda local review frame.

City-to-city cooperation is more important than ever before. Learning from each other will be crucial in the short and long term. The current efforts of European cities to establish an **integrated benchmarking tool** on safety in public spaces to apply in a peer review mechanism should be adopted across regions, with similar geo-political interests around safety issues.

The efforts to get an **integrated development programming and indicator matrix** on safer cities for country implementation among UN agencies, commencing with UN-Women, UNICEF and UNODC should be lauded and further reinforced. The work of international organisations such as Plan International on joint programming with the UN-Habitat on Safer Cities for Girls should also be scaled up to involve more international organisation partnerships active in this field.

At the GPM's Summit in Durban last fall, the GPM adopted the Durban Declaration, in which the GPM mayors agreed on the **ambitious urban security goal** to reduce all forms of violence in their cities by 50% by 2030. This is in line with the UN Secretary General's Decade of Action campaign. This Declaration is open to mayors worldwide. There will be an online consultation around it in mid-June, which will be available on the GPM's virtual parliament platform. The results on our levels of violence prevention will be presented in late September to the Secretary General.

UN-Habitat has issued a **formal proposal** for the implementation of the Guidelines to Member States at the UN-Habitat Executive Board. It will engage a selection of pilot cities. The outcomes of this meeting will feed and strengthen this Member States-led process that will record the impact of our collective interventions there.

8. Workplan towards WUF 2022

GPM calls and actions 2020-2021

In the GPM Durban Declaration 2019 the Mayors of the Global Parliament of Mayors have agreed to advance the following calls and actions with regard to urban safety and security:

- to reduce all forms of violence by 50% within our jurisdictions by 2030
- to advocate for the adoption and financing of smarter security measures within our jurisdictions
- to develop partnerships with international organizations to improve standards related to public safety
- to reinforce the capacities of cities to improve urban safety monitoring and reporting in partnership with UN Habitat in order to build trust among the various stakeholders
- to support city networks that advocate for data-driven and evidence based standards to improve public safety and security
- to work collaboratively with cities and city networks involved in documenting and disrupting online extremism
- to collaborate with cities and their law enforcement officials to strengthen municipal security and safety measures, technology, equipment, and training
- to invest in global standards for urban security that are aligned with SDG16 and the New Urban Agenda
- to advocate for transparent, data-driven and evidence based approaches to enhance urban security, including cybersecurity
- to create and support formal platforms for cities and their networks to be involved in the shaping of international policies pertaining to security, including cybersecurity.

UN-Habitat Strategic Plan 2020-2023

The UN-Habitat Strategic Plan 2020-23 is promoting safety as a cross-cutting theme across four pillars of urban development namely spatial inequality, livelihoods, climate change resilience and crisis prevention. The Strategic Plan delivery is geared towards supporting the implementation of the UN systemwide Guidelines on Safer Cities and Human Settlements which details out the principles and approach for the co-production of safety and security for all and in a multi-level governance of safety framework with local government as the best placed institutional coordinator. Human rights and social inclusion will be key tenets to assure the co-production of safety for all, leaving no one behind.

Proposed workplan towards WUF 2022

Building on the consultations at the two-day webinar of the Partners Consultative Meeting of the Global Network on Safer Cities (GNSC), GPM and UN-Habitat as co-hosts, have finalized a proposed work plan aimed at addressing some of the key gaps and recommended solutions to strengthen city and local government safety strategies while responding to COVID-19.

June 2020

- Reducing Violence Resolution: Under the lead of the GPM Mayors to undertake the initiative to accelerate action on the 50% reduction agenda and to engage mayors worldwide and global city networks to join a common declaration and a set of evidence-based actions to reduce violence with 50% by 2030. GPM and UN-Habitat Safer Cities Programme together can expand the reach of this resolution and make it truly global, reaching mayors and city networks alike.
- Developing a joint 3 year project proposal for cooperation and joint fundraising between UN-Habitat and the GPM on the follow-up of the GPM Durban Declaration 2019 and the UN systemwide Guidelines on Safer Cities and Human Settlements.
This proposal should capture the key priority actions deliberated upon in the two-day webinar.
- The selection of nominees from GPM's Mayor membership to a Steering Committee to play an advisory role to the Executive Director of UN-Habitat on the implementation of the UN systemwide Guidelines on Safer Cities and Human Settlements and the safety-related actions in the 2030 Agenda for Sustainable Development and New Urban Agenda. These mayors will also be the link

to partners in the UN-Habitat Global Network on Safer Cities and will receive letters of appointment by the Executive Director upon nomination by the GPM leadership in collaboration with UN-Habitat.

- The linking of the Whatsapp group of GNSC partners to the GPM slack and virtual platform for the continuity of a structured dialogue following the four session streams of the two-day webinar
- UN-Habitat debriefs the outcomes of the two-day webinar to member states at the Executive Board of UN-Habitat, as part of the implementation steps for the UN systemwide Guidelines on Safer Cities and Human Settlements.

July 2020

- GPM, UN-Habitat and other partners of UN-Habitat Safer Cities Programme in the GNSC collaborate to bring the resolution to important international panels, for example through a side event at HLPF in New York and bring the UN-Habitat Safer Cities programme to a high level audience to increase awareness building (SDG 17 – establish new partnerships).
- As a follow-up to the session 4 of the two-day webinar, UN-Habitat initiates a process to develop the Urban Safety Monitor for Local Governments through the organisation of an Expert Group Meeting in Madrid later in the year. A select number of Partners who participated in the two-day webinar will be selected as a GNSC Technical Advisory Group to participate in this meeting. GPM will nominate some mayors associated with the GPM urban security cluster to participate in this meeting.

September 2020

- Cooperation would be important to achieve maximum visibility at the UN's 75th anniversary where the Resolution with all its signatories will be presented in the framework of the UN-Habitat Safer Cities Program and the UN System-wide Guidelines on Safer Cities and Human Settlements. We will offer the signed resolution on reducing violence to the UN Secretary General.
- Further presentations of the progress from the two-day webinar to be made to member states at the 2nd Executive Board of UN-Habitat monitoring the implementation of the UN systemwide Guidelines on Safer Cities and Human Settlements.

September/October 2020

- As a follow-up to session 3 of the two-day webinar, UN-Habitat Safer Cities Programme, GPM, UNESCO Creative Cities Network and other partners in the GNSC launch the "Annual 40 Days Safer Cities Challenge" project to run from the International Day of Peace on 21 September to the World Cities Day on 31 October each year, mobilising mayors local actions with communities using arts and culture, especially in hot spot neighbourhoods of cities.
- As a follow-up to session 2 of the two-day webinar, a Safer Cities Roundtable event is convened in Vienna, jointly by UN-Habitat and UNODC, bringing to the fore a consolidation of systemic and sustainable safer cities tools, dubbed 'safer cities 2.0' prototype, and kickstarting joint resource mobilisation among UN agencies to support local government capacity building and city-to-city cooperation on urban safety and security/safer cities for all, and whose results to be presented at the next GPM summit in 2021.

2021

- Translating the resolution into action: following up on how cities are implementing the resolution at the next two GPM Annual Summits, Palermo in particular is an ideal host to focus part of the summit on violence reduction. The GPM Annual Summit 2021 will take place on 17-19 April in Palermo.

General areas of further cooperation

- Continue the fruitful discussion started both on Whatsapp Safer Cities group and in the webinar building on the four session streams through Slack, a platform the GPM can moderate to increase effectiveness of communication. Documents can easily be shared in a secured environment. Some of the discussions can be scaled up to the GPM Virtual Parliament, the online platform already used by GPM Mayors for online consultations.
- GPM and GNSC partners may also cooperate to create the 'urban pandemic preparedness index', a tool that GPM partner university Georgetown University and Dr. Robert Muggah, Co-Chair of the GPM Advisory Committee, among others, have been working on, as well as working together further on the Safer Cities 2.0 prototype, in particular, a country/city to city peer review mechanism of their policies and programmes in line with the prototype.

- Cooperate to integrate Safer Cities policies in broader national urban policies (such as the example of South Africa's 5 Year Integrated Urban Development Plan, including important cities such as Durban and Cape Town that are GPM members)

9. ANNEXES

1. Position Paper “The emerging lessons from COVID-19 on vulnerability and safety” by Dr. Jaideep Gupte, Fellow, Institute of Development Studies, University of Sussex, GCRF Cities & Sustainable Infrastructure Challenges Leader, UKRI
2. Position Paper “Useful tools for systemic and sustainable safer cities approaches” by Dr. Franz Vanderschueren, Director Urban Safety Programme, Urban Sociology, Universidad Alberto Hurtado, Chile
3. Position Paper “Inclusion, social cohesion and safer urban environments” by Dr. Doris Sommer, Harvard University, USA
4. Position Paper “Cities will need to build back safer in the COVID-19 era” by Dr. Robert Muggah, CEO, Igarape Institute and Co-Chair GPM Advisory Committee
5. GPM Durban Declaration 2019
6. Webinar programme 27 and 28 May 2020

Position Paper “The Emerging lessons from Covid-19 on Vulnerability and safety” by Dr. Jaideep Gupte, Fellow, Institute of Development Studies, University of Sussex, and GCRF Cities & Sustainable Infrastructure Challenge Leader, UKRI

1. This discussion paper sets forth the lessons on urban vulnerability and safety, relevant to the security sector, emerging from Coronavirus (COVID19) and its related socio-economic impacts on urban societies in low- and middle-income countries (LMICs). The paper is structured as four sections: section one describes in brief the direct and indirect impacts of COVID19. Section two describes the impacts of COVID19 on the incidence of crime, violence and insecurity. Section three summarises **the emerging lessons for the security sector, highlighting in the utmost, the need for humane interventions that are tuned to gendered, localised and rapidly evolving risks and vulnerabilities; the enforcement of lockdown and social distancing measures without undue persecution, particularly of informal and other potentially stigmatised livelihoods; and for safety to be implemented at city-scale and through integrated responses.** Section four concludes with reflections on how safer cities programming, including the UN’s System-Wide Guidelines on Safer Cities, as well as the Global Network on Safer Cities, might lead the required transformations.
2. *This paper recognises that COVID19 is not a crisis of policing or security provision. It is a public health crisis with serious safety, security, and law enforcement implications. We will witness protracted crises and the most damaging impacts in contexts with weak public health and welfare provision – and where these weaknesses are compounded by deficient economic, social and security sector intervention. Security sector response must therefore be integrated with, and be supportive of a range of public health measures, including social protection and economic responses.*

Direct and indirect impacts of COVID19 in low- and middle-income countries

3. *Over 95% of all Covid19 cases globally occur in urban areas.*¹ Human interactions are intensified in the built environment, making epidemic control a key consideration in city making.²
 - 3.1. Nearly one billion people live and work in informal, under-served and precarious urban conditions in lower- and middle-income countries (LMICs).³ Billions more living in the cities of lower and middle-income countries can just about afford homes with formal services such as piped water, electricity and access to healthcare, but these services are patchy and reliant on deteriorating infrastructure.
 - 3.2. As a result of the pandemic, 1.6 billion of the world’s 2 billion informal workers, or nearly half the global workforce, have already lost their jobs.⁴ The vast majority are in developing countries, where most employment is informal and families live hand-to-mouth, relying on a daily wage if they are to eat. The loss of income for people already living perilously close to

¹ See https://unhabitat.org/sites/default/files/2020/04/final_un-habitat_covid-19_response_plan.pdf

² While ‘location’ remains a key element, it is also inaccurate to limit the assessment of the ecology of risk, the direct and indirect impacts of the disease, or the implications on long term responses, to city limits alone. Urban systems share a deeply symbiotic relationship with peri-urban and rural contexts, and it remains important to take account of them. These wider linkages and relationships fall outside the scope of this brief position paper.

³ 881,080,000 slum dwellers are estimated to be living in developing countries, only, and this figure has been calculated considering just four out of the five slum household’s deprivations included in UN-Habitat’s definition, as security of tenure can’t be accurately calculated yet. In some countries with limited information, only one of the five components has been measured. Thus, the 881 million can indeed be considered a global minimum. See Slum Almanac 2015/2016 at <https://unhabitat.org/slum-almanac-2015-2016>

⁴ See ILO Monitor: COVID-19 and the world of work. Third edition. Available at https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/briefingnote/wcms_743146.pdf

the margins of survival will propel up to 50 million people into abject poverty.⁵ 580 million could become impoverished, meaning they lack the basic means to survive.⁶

Crime, violence and insecurity are amongst multiple urban risks

4. *Urban risks are multiple, cascading and interconnected.*⁷ These risks are experienced differently by women, men, children and differently in different parts of the city. Therefore, emerging lessons on urban vulnerability and safety need to be viewed in the context of key trends which pre-date the onset of the Covid19 pandemic:
 - 4.1. Criminal violence, homicide in particular, is increasingly concentrated in urban areas⁸
 - 4.2. The number of urban residents in LMICs exposed to multiple risks and hazards (large and small scale) is set to double from 2 to 4 billion by 2050.⁹
 - 4.3. Urban centres also receive people affected by violence, fragility and disaster elsewhere: More than 75% of all displaced people are now living in urban settings, with 60% of refugees and 80% of internally displaced people are today located in urban centres.¹⁰
 - 4.4. During COVID19 many vulnerable and at-risk populations, particularly migrant labourers, have been forced out of cities due to lockdown policies.¹¹
5. *Direct and in-direct impacts of the COVID19 pandemic on the incidence of crime, violence and insecurity should be understood in light of the fear, trauma, anxiety and heightened conflict experienced by service providers, officials and community members alike during the pandemic:*
 - 5.1. As noted by the UN High Commissioner for Human Rights Michelle Bachelet, there has been an alarming rise in police brutality and civil rights violations under the guise of exceptional or emergency measures.¹²
 - 5.2. Riots and public demonstrations are temporarily down, but these are likely to return to normal, and potentially higher than normal levels once lockdown policies are eased.¹³
 - 5.3. The pandemic has caused a decrease in some organized-criminal activities, while providing new opportunities in other areas.¹⁴
 - 5.4. There is a notable increase in domestic violence, violence against children, gender-based violence (GBV) and anti-social behaviour occurring against the backdrop of the COVID-19 outbreak.^{15 16 17 18}

⁵ See World Bank's estimates <https://blogs.worldbank.org/opendata/impact-covid-19-coronavirus-global-poverty-why-sub-saharan-africa-might-be-region-hardest>

⁶ See UNU-Wider working paper: <https://www.wider.unu.edu/publication/estimates-impact-covid-19-global-poverty>

⁷ There are multiple and overlapping forms of violence, and the way these interact have important consequences for understanding violence and order in future cities. See Gupte & Commins. 2016. Cities, Violence and Order: The Challenges and Complex Taxonomy of Security Provision in Cities of Tomorrow. *IDS Bulletin* 47 (4): 119-136.

⁸ See Small Arms Survey on urban versus national homicide rates http://www.smallarmssurvey.org/fileadmin/docs/M-files/Armed_violence/Urban%20Violence%20or%20Urban%20Peace%20Figure%201.pdf

⁹ See Güneralp, Burak, İnci Güneralp, and Ying Liu. 2015. Changing global patterns of urban exposure to flood and drought hazards. *Global Environmental Change* 31: 217-225.

¹⁰ See Overseas Development Institute's brief on Refugees and Displacement <https://www.odi.org/sites/odi.org.uk/files/resource-documents/11168.pdf>

¹¹ See <https://blogs.lse.ac.uk/southasia/2020/04/03/long-read-indias-coronavirus-mass-migration-how-weve-misunderstood-the-indian-migrant-labourer/>

¹² See <https://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=25828>

¹³ See ACLED COVID19 Disorder Tracker <https://acleddata.com/analysis/covid-19-disorder-tracker/>

¹⁴ See <https://globalinitiative.net/wp-content/uploads/2020/03/GI-TOC-Crime-and-Contagion-The-impact-of-a-pandemic-on-organized-crime.pdf>

¹⁵ See for example <https://www.outlookindia.com/magazine/story/india-news-a-monster-at-home/303071>

¹⁶ See for example <https://gbvguidelines.org/cctopic/covid-19/>

¹⁷ See <https://news.trust.org/item/20200511182537-byclo/>

¹⁸ See <https://www.theguardian.com/society/2020/mar/28/lockdowns-world-rise-domestic-violence>

6. It is important to note that in the examples offered, *police and other security services were already over-burdened*, trust was low between communities and enforcement officials, who have been continuously exposed to high-levels of violence, service delivery protests and other crimes of a protracted nature.¹⁹
 - 6.1. Policing often requires close physical contact and frequenting of unsanitary environments. Anecdotal evidence suggests an alarmingly higher rate of contracting COVID19 amongst police personnel.²⁰
 - 6.2. In most LMIC contexts, police personnel, particularly those holding lower ranks, have very limited routine opportunities to access mental health and other wellbeing support. It is under these circumstances that city police forces have become central to national Covid19 response strategies. They are required to enforce regulations, often seen as unpopular, in public, private and commercial spaces, in lived environments as diverse as in informal settlements and inside gated communities, as well as online in response to new and increased digital activities.
 - 6.3. Maintaining law and order in these diverse circumstances has proved doubly complex given legal and procedural practices have also needed to adapt extensively and repeatedly to situations of social distancing and lockdown.²¹

Emerging lessons for the security sector

7. *All police COVID19 interventions dealing with the public and with commercial enterprises small and large, as well as their internal practices within police stations and incarceration facilities, for example, must be conducted in an utmost humane manner*, with the principle of doing no additional harm. The level of behavioural change and modification of everyday practices required has profound implications for all relations including the most intimate, and cannot be imposed by force. The use of force must only be applied as part of official roles and responsibilities, and only to the extent that it is necessary, proportionate and reasonable in all the circumstances.²²
 - 7.1. The police must not unduly persecute those who depend on public spaces for their livelihood. These livelihoods are likely to be informal and already hyper vulnerable to the economic and social impacts of lockdown policies.²³ Equally, these professions provide key services for other vulnerable and at-risk groups. For example, street vendors as the source of food for the poorest and most vulnerable urban residents. The police must enable safety guidelines that can be reasonably followed, and find negotiated ways with informal vendors so they can trade as safely as formal supermarkets.²⁴ Other informal workers, like waste pickers and sanitation workers, must be allowed back to their places of work when the crisis is over, with more protections than before.²⁵
 - 7.2. City governments, supported by the police force, must take additional steps to ensure that eviction drives targeted at informal settlements and the homeless or pavement dwellers,

¹⁹ See for example the status of policing in India

https://www.lokniti.org/media/upload_files/Report%20Police%20Survey.pdf

²⁰ For example, see reports from India (<https://www.hindustantimes.com/india-news/96-police-personnel-in-maharashtra-found-coronavirus-positive-so-far/story-4pbMOSvvWLNlqm5K6PiRYJ.html>) and Peru (<https://gestion.pe/peru/coronavirus-peru-ministro-del-interior-informa-que-82-policias-han-muerto-y-mas-de-4-mil-estan-contagiados-con-covid-19-cuarentena-estado-de-emergencia-nndc-noticia/>)

²¹ For example, see the various regulations and guidelines, and their amendments in South Africa: <https://www.gov.za/coronavirus/guidelines>

²² See Jones 2020 for guidance on COVID19 response in prisons <https://www.socialscienceinaction.org/resources/covid-19-prisons-particular-risk-can-done-mitigate/>

²³ See Wilkinson 2020 <https://www.socialscienceinaction.org/resources/key-considerations-covid-19-informal-urban-settlements-march-2020/>

²⁴ See WIEGO opinion: <https://www.wiego.org/blog/food-security-and-street-vendors-during-covid-19-interview-wiegos-caroline-skinner>

²⁵ See here on impacts on informal workers: https://www.wiego.org/sites/default/files/resources/file/Impact_on_livelihoods_COVID-19_final_EN_1.pdf

- cease. Eviction increase vulnerabilities to a range of risks including violence, and are very likely to spur the spread of infection.²⁶
- 7.3. Focus will need to shift from city-wide lockdowns, to a fluid system of sub-municipal control zones aided by real-time situation analysis, and may need to shift to 'shielding'²⁷ individuals at high risk of severe disease or death. However, in carrying out such nuanced public health interventions, police personnel and the wider set of security provision stakeholders must not be expected to have the sophistication, training, or support that we can reasonably expect from health care workers.
 - 7.4. The best course of action for police officers during this evolving crisis is to maintain vigilant hand hygiene and to use personal protective equipment (PPE) such as nitrile gloves. This requires additional resourcing. Furthermore, police leadership must recognise and offer support to lower ranked police personnel, like other emergency responders, are having to cope with the disease at home and with their families.
 - 7.5. Mayors, senior city-officials and civil society organisations bear a responsibility to raise awareness of police brutality and infringements, alongside promoting citizens to conduct their interactions with the police in a respectful manner. As such, police-public and other community policing initiatives to strengthen trust-based relationships will be key.
8. *Lockdown measures increase GBV-related risks and violence against women and girls*, and limit survivors' ability to distance themselves from their abusers as well as reducing their ability to access external support. In the post-pandemic context, there will be a need to go beyond gender equality and women's empowerment programming that focuses on the individual, and to target gender relations and the structures or social systems in which men and women live.²⁸
 - 8.1. If lockdown measures are to persist, additional resources and innovation will be required to enable access to help-lines to report domestic violence, GBV and violence against children. Counselling and mentoring too will require renewed investment, and providers will need to innovate to continue these services while maintaining social distancing norms. Investments in domestic violence prevention and shelters for victims too become critical.
 - 8.2. Legal support and advocacy to help women exercise their housing and other rights.
 9. *Tailor intervention to meet local realities and remain prepared to adapt to evolving risks and vulnerabilities*. Recognize that social cohesion may manifest differently for different people (by gender, by age, by profession, etc), in different parts of the city (formal, informal, inner-city, periphery, etc) and in different political jurisdictions (eg. urban refugee camps).²⁹ COVID19 response and longer-term safer cities interventions will need to reflect local history, norms, and values, taking advantage of the ways in which local communities self-organize and regulate collective behaviour.
 - 9.1. Police and the wider security sector community can engage communities at the early stages of interventions, and create opportunities for them to set their own priorities and participate throughout planning and implementation.
 - 9.2. The police can also help strengthen the role of informal institutions (neighbourhood and church groups, etc.) that play a role in maintaining security and social order, and encourage urban design and housing features that foster social interaction among neighbours and enable natural "surveillance".³⁰
 - 9.3. Responding to COVID-19 is arguably an extension of services provided by non-state, para-legal and illegal/illicit actors. Gangs often constitute the primary form of order in favelas and other such poor urban areas. They often provide local communities with services such as protection, financial loans or distributing forms of (rough) justice. Key security sector

²⁶ See an example from South Africa <https://www.thesouthafrican.com/news/covid-19-south-africa-bans-evictions-during-national-lockdown/>

²⁷ See Butler and Tulloch 2020 <https://www.socialscienceinaction.org/resources/considerations-principles-shielding-people-high-risk-severe-outcomes-covid-19/>

²⁸ Recommendations based on finds of the Safe and Inclusive Cities (SAIC) programme <https://www.idrc.ca/en/research-in-action/gender-and-violence-cities>

²⁹ See for example te Lintelo, Gupte, et al. 2018. Wellbeing and urban governance: Who fails, survives or thrives in informal settlements in Bangladeshi cities? *Cities* 72 (B): 391-402.

³⁰ These recommendations build on findings of the Safe and Inclusive Cities (SAIC) programme. See more at <https://www.idrc.ca/en/research-in-action/when-community-ties-lead-violent-crimes>

learnings will come from detailed assessment of the extent to which gang and non-state interventions in the context of COVID-19 been truly altruistic.³¹

10. *National and city stakeholders must not lose sight of police reform*, as this remains a key intervention in the long-term post-pandemic context. Recent evidence has shown militarizing urban space through place-based (hot spot) policing only has marginal impact on violent crime, while displacing other crime.³² These findings are likely to be more pronounced in situations of easing lockdown, where the success of territorial and place-based interventions will be entirely dependent on voluntary responses by the public. There is overwhelming evidence to show successful strategies have re-established confidence in the state police by create relationships of trust between police officers and citizens.³³
11. *Digital and technology-based interventions are now seen as essential* not only for improving tracking, testing and disaster responder capacity, but also to aid early warning and surveillance systems, as well as for quarantine and social control.³⁴ Interesting examples include the use of WhatsApp chatbots to handled public queries related to COVID-19 and achieve a response rate five times quicker than traditional telephone emergency response.³⁵ However, there remains a fundamental gap between the types of technological solutions being proposed and whether these solutions, and the manner in which they are being implemented, are necessarily promoting inclusivity, resilience and sustainability from the perspective of economically and socially disadvantaged urban residents.³⁶
 - 11.1. Instead invest in transformational digital infrastructures and practices that promote inclusivity and aid preparedness for future crises. Key examples are emerging from cities like Buenos Aires, where recent transformational shifts to move the justice system online have helped the city maintain its legal and ethical responsibilities towards individuals involved with the justice system through the situation of COVID19 lockdown.³⁷

Concluding reflections for safer cities programming

12. The COVID19 pandemic has dramatically underscored the long standing consensus that cities must be on the path to inclusion, providing residents access to rights and in the longer term, better preparedness and resilience, in order to succeed.³⁸ This calls out to groups such as the UN-Habitat's Global Network on Safer Cities³⁹ to use their experience and knowledge of vulnerability, inadequate resources, land tenure and homelessness, the importance of multipurpose public space, the intersection between public and private space, public private partnerships, integration of technology, mobile communication and the importance of relationships, trust and integrity.
13. Safer cities guidelines and programmes must double down on considerations for simple and precise messaging to raise awareness of the trade-offs and complementarities between short-term actions, and resilience or preparedness in the long run. This involves shifting the global narrative from one of scarcity and competition for survival, to an understanding that success can only be shared and that we are only as safe as our neighbours.

³¹ See Rodgers and Jensen 2020 <https://urbanviolence.org/dealing-drugs-in-the-time-of-covid-19/>

³² See evidence from Bogota, Colombia:
https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3050823

³³ Though such efforts are not without complex challenges. See example of Kenya: Diphoorn, et al. 2020. What Is Community Policing?: Divergent Agendas, Practices, and Experiences of Transforming the Police in Kenya. *Policing: A Journal of Policy and Practice*.

³⁴ See <https://www.cigionline.org/articles/digital-response-outbreak-covid-19>

³⁵ See <https://cities-today.com/buenos-aires-uses-whatsapp-to-assist-covid-19-response/>

³⁶ See examples from India (<https://theprint.in/in-pictures/special-passenger-trains-depart-from-delhi-but-leave-behind-those-who-cant-afford-e-tickets/420103/>), and Mexico (<https://www.theverge.com/2020/2/3/21120643/uber-coronavirus-mexico-accounts-suspension>).

³⁷ See https://apolitical.co/en/solution_article/keeping-justice-alive-during-the-pandemic

³⁸ See Gupte's position paper for Habitat III
https://www.ids.ac.uk/download.php?file=files/dmfile/IDS_Safe_Cities_Position_Paper_31Oct_FINAL.pdf

³⁹ See https://mirror.unhabitat.org/downloads/docs/11843_1_594720.pdf

14. COVID19 is not an 'equaliser', but a shock on city-systems and infrastructures that amplifies pre-existing inequalities. Responses must therefore incorporate complex system-wide thinking and involve shared learning across the global south. UN-Habitat and the system-wide adoption of the Safer Cities Guidelines⁴⁰ provide a key platform for south-south and south-north shared learning. Safer cities programming worldwide has amassed knowledge, skills, tools and practices over many years and continue to learn lessons during COVID19. This presents important opportunities to join up approaches across sectors and areas of expertise.

⁴⁰ [<https://unhabitat.org/united-nations-system-wide-guidelines-on-safer-cities-and-human-settlements>]

**Position Paper on “Useful tools for systemic and sustainable safer cities approaches”
by Dr. Franz Vanderschueren, Director Urban Safety Programme, Urban Sociology,
Universidad Alberto Hurtado, Chile**

Some Lessons from Safer Cities

The current situation generated by the coronavirus has shown a governance crisis that relates the city government with central government. In several countries the tension is evident between these two powers and will remain more acute in the post-COVID 19 economic and insecurity crisis. Early evidence from the current stage indicates that governments that have been able to articulate central and local power have been more likely to be successful. The already perceived socio-economic crisis sees the importance of local authorities' proximity action with police and local communities, especially in low-income neighborhoods where hunger becomes urgent.

Safer Cities lessons after 25 years of "territorial proximity" experience teach us something on these topics and identify some tools that we want to highlight, together with UN Habitat Process of change, based in four pillars which are the following:

- Reduce spatial inequality and poverty in communities across the urban-rural continuum
- Enhance shared prosperity of cities and regions
- Strengthened climate action and improve urban environment
- Effective urban crises prevention and response

The local contexts of insecurity

Since the 1970s the exponential increase in common crime in almost all democratic countries has made delinquency a daily reality that the media reminds us of on a daily basis. (Garland, 2005) A crisis of this size has generated widespread fear of crime and has led, according to national contexts, to repressive security policies such as "zero tolerance", to police reforms, to rapid development of private security and in many countries to an emergency of the role of municipalities in security management and prevention. This fact was recognized since 1994 by ECOSOC. Hence the local prevention and security policies (for example, Barcelona, Medellin or Durban) that cover all fields of territorial insecurity.

A second phenomenon, that of chronic violence (Pearce, 2019), has exacerbated insecurity in recent two decades in some countries with strong social inequalities or civil war. This situation leads to multiple and very high rates of violence (street, gender, criminal, juvenile, security forces themselves) for long periods that are verified in various socialization spaces such as homes, neighborhoods, schools, between communities and in the public spaces. This violence is a single phenomenon that is reproduced through micro and macro processes (Pearce, 2019) such as extreme poverty, social inequality, lack of security policies, segregated urbanization, economic models of overexploitation of labor, destruction of natural and man-made environments etc. This form of violence affects personal development, fragments the social fabric, gives fertile ground to organized crime for its action and reproduction and leads to the social banalization of corruption that reaches the police, justice and sectors of the State as well as the private sector.

If the increase in crime mentioned has led to a greater role of local authorities in their management and prevention in the name of urban or citizen security, chronic violence involves a broader approach to human security (Amartya Sen, 2000) covering the various dimensions of personal, political, economic, community, food, health and environmental insecurities. It allows to identify the main sectoral priorities in each community and to advance with it in identifying each specific insecurity as well as to understand the intertwining between the various modalities of insecurity in complex societies.

Safer Cities tools.

S.C.'s first tool is the **leadership of local authorities** that involves not only the mayor taking urban or human security as a target, but having access to human, institutional and financial resources to do so. Decongestion of activities proposed by the central government is not enough, but a degree of autonomy is required to decide the priorities and axes of prevention. Which implies appropriation of security (prevention) as a city policy, defining a vision or perspective of action that unites the actors of the local community and makes sense to them. It also requires continuity despite changes in local authorities, in the case of a state policy and not of government on duty. Durban and Bogota have been examples of this requirement, but several municipalities have failed due to discontinuous policies. The second essential tool is the recruitment and training of a **technical team** that is the manager of this policy in close relation to the local authority. Such team should be competent and mixed in terms

of both gender and specific competences. Experience has shown that its financial and contractual sustainability is essential and that its location in the municipality's organization chart must reflect real decision-making power. Four features of these teams are relevant. First their permanent training is through specialized courses and through exchanges with other cities and cultures. Second its dialogue capacity with other actors in the community, starting with the departments of the municipality due to the transversal nature of safety and prevention. Third, their knowledge of the entire municipal territory is essential because they are territorial experts who must act in line with the security needs of the commune in order to formulate and implement a prevention and security strategy. Fourth, its familiarization with peaceful ways of resolving conflicts: mediations, arbitration, restorative justice that apply to various types of urban conflicts such as those that appeared in recent years in transport, in the so-called night city or in hospitals where relatives of patients assault health personnel, a phenomenon that has been exacerbated by coronavirus.

Security diagnoses or security auditing is a key instrument especially given that any authority or citizen has a "pocket kit" of security often without empirical justification. It is logically on the basis of its results that a strategy is built and not on "intuitions" because in order to intervene in a problem it is essential to have a well-founded knowledge. Diagnosis involves collecting and analyzing multiple information to identify problems, their size and their local causes.

Diagnosis can have different modalities, but it requires good design and planning based on the objectives of the intervention, the resources and the times available. Diagnosis should be understood as part of a prevention policy; therefore, it is also participatory and a consensus-building.

The diagnosis points to knowledge of local risk factors, strengths and resilience of the population, the assessment of local prevention practices, the discernment of perceptions of insecurity of the various segments of the population.

Experience has shown that a diagnosis should reach the neighborhood and community level using typologies that allow similarities to be grouped together between neighborhoods and projected to neighborhoods with similar characteristics. The diagnosis of Rotterdam, and Guadalajara have adopted this modality that is functional to making relevant municipal decision-making and formulating strategies for preventive interventions in different territories. For example, a typology of neighborhood adopted in Latin America divides the neighborhoods into "*upper middle class*" including in this closed condominiums; *normal neighborhoods*, that have few vulnerabilities and potential for improvement and resilience; *the vulnerable neighborhoods* where resources are few, urban and social deficiencies a much more and resilience is limited; and *neighborhoods of high complexity* or critical where chronic violence and poor or non-existent resilience predominate, with a fragmented social fabric and precarious urban conditions. Finally, the historical centers that are of key importance as an identity factor in several cities with historical roots. From this typology a sample of some representative neighborhoods of each typology is selected and the diagnosis is deepened according to resources and indicators and targets adaptable to the other neighborhoods of the same category are projected. The advantage of this methodology is that it allows to identify diverse territorial dynamics rather than problems or individual perceptions, capture neighborhood priorities, rather than individual barrier priorities, address the integrality of factors of sectoral violence and their entanglement and formulate different strategic components according to the type of neighborhood. In addition, it facilitates municipal management based on indicators adjusted to the type of neighborhoods.

Based on the results of the diagnoses that show the problems and priorities of the inhabitants, the **strategic axes** of the local prevention and security policy that target some crimes or their causes are built with specific projects. The importance of the selection of these axes is that they have the consensus of the local actors with whom we will have to work in partnerships. The axes may be different depending on the type of neighborhoods, but as a general rule projects are formulated and implemented in partnerships.

The central orientation of these prevention projects or programs is the **co-production** of safety encouraged by the technical team of the municipality. Strategy and partnerships with local actors need to focus on quality of life and be **articulated** in partnership with the whole of local management, because citizen security is a cross-cutting issue. The multiple competences of stakeholders such as those of the criminal justice system (police, justice), actors in health and education systems and other social support systems, such as living community organizations and other project-related departments of the municipality, should be incorporated in partnership. These effectively managed partnerships guarantee the effectiveness of projects and the possibility of transforming these projects into a school of prevention culture. Experience has shown that two actors are central to these partnerships: first

young people because most projects target them and on the other hand the police because their non-incorporation makes the police an obstacle. Collaboration with the police has become a necessity in regions such as Latin America where effective proximity police forces are scarce.

Another instrument that has proved important and is often minimized is the municipality's **communication policy** on security. At each stage of the initiation and implementation process, the inhabitants must be informed transparently to create confidence and because the perception of insecurity evolves without direct or immediate relationship with the advancement of a strategy. Also, because in terms of security prevail prejudices and ignorance that communication can correct. Citizens must understand these policies, so they will feel more confident to participate and eventually to claim.

To finish the process must be incorporated leaving for this an ad hoc budget, the regular **monitoring** that allows to verify the route of the projects and the correct incorporation of the partners. Finally, after a cautious time, an impact **assessment** is required, the results of which will allow for rectifying potential errors and making programs evidence-based.

Adaptation of Safer Cities Tools to UNH SP

We believe that these SC tools can be used through the whole UN Habitat Process of Sustainable Urbanization, based in the four pillars mentioned above. First asking cities to promote the change of **vision** for each specific city. Additionally and for **governance** purpose, the creation of a permanent crosscutting authority should be established to **guide** this process of change and to **monitor** the change within the city through measurable indicators on each relevant aspect.

This body guidance needs on the one hand **specialized teams for each of the pillar for sustainable development change** and to develop **partnerships** and a **communication policy** to advocate the process of change and to inform regularly on outputs, difficulties and innovations on the other hand. It will also require a fluent interaction with the stakeholders on each subject and ensure a regular presence in the different territories of the cities adopting the most adequate form of dialog with the main actors.

An **audit** has to be performed according to each typology of neighborhoods and will have to adopt a perspective of **human security** to identify the vulnerabilities, the strengths and the value-added from previous policies in each field.

Based on the results of this audit, a global synthesis should indicate the priorities and the resilience capacity in terms of inclusion and the main partnerships, defining in that way the **global strategy**

The needs found will have to be translated in legislation, planning and financing terms, with a precise calendar and possible sources of financing and the requirements in capacity building

A set of **monitoring indicators** could be built to measure the whole **process of evaluation** with indicators of impact on all social groups and territories.

Finally, accountability should be promoted to ensure seriousness and trust and to provide a guidance body with the necessary inputs to modify or improve the process.

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Position Paper on “Inclusion, social cohesion and safer urban environments” by Dr. Doris Sommer, Harvard University, USA

Art as Obligation and Opportunity

Efforts to achieve urban safety now include a people-centered approach that promotes inclusion and social cohesion. Until recently, safety has been addressed in two general ways: policing and infrastructure. Both amount to top-down paternalism. Sometimes cultural programs cushion the imposition, but the programs often address people as receptive and ideally obedient.⁴¹ Receptivity promises little for inclusion or coherence, because urban youth are dynamic not passive. Either they actively participate in urban environments, or they resist impositions. And their energetic resistance can lead to violence, which is probably simmering during the current pandemic. Our assignment is to redirect -- not to extinguish -- that youthful energy, because policing and punishment have not worked, nor has infrastructural investment.

A new approach is necessary to close the short circuit between conventional investments and disappointing results. It is investment in arts. Why will art work? A short answer is that arts can include everybody and promote cohesion through creativity and interpretation.⁴² A slightly longer one is to acknowledge the valid definition of art as products made by professionals for our consumption, but to *prefer* an alternative definition *for the purpose of social inclusion*: Art is a universally available process of making and reflecting.⁴³ Participation and inclusion go together.

Who is an artist and who an interpreter? Potentially all of us, to follow Friedrich Schiller who wrote *Letters on the Aesthetic Education of Man* in 1794. That was during the Terror of the French Revolution. Its shock value was perhaps greater than our current pandemic. Slyly, he asks in the second letter, whether art may be an untimely topic for violent times. His answer is bold and compelling: Without art nothing changes. Humanity spirals into more violence, death, and despair. Art is the name of change itself. It rejects inherited paradigms and experiments with new arrangements. If social science understands culture as a system of shared beliefs and practices – Raymond Williams observed in *Keywords* – artists and humanists understand culture differently, as confrontation with paradigms.⁴⁴ Schiller's passionate appeal to us is to outsmart violence by breaking from habit and using frustration as fuel to make something new, a surprise move, an unexpected creation that gives a sense of autonomy and that stops the enemy in his tracks. This is trial and error – the way science works. And Schiller counts on our natural faculty to be creative. We have a drive to play, a *Spieltrieb* in his newly minted word.⁴⁵

When we recognize the human condition as creative – which is evident precisely in under-resourced areas where people recycle and make-do – art is understood as a vital activity in which we all participate. Framing creativity as everyday resourcefulness to alter materials and relationships, alongside standard notions of art as professional product, acknowledges the dignity of all people. Dignity follows from making, because the artist is not a victim. Artists know that they have options and they make decisions, even inside difficult constraints. This sense of autonomy and freedom within constraints is basic to citizenship. People feel proud of their creations and they respect beautiful things that others make. “Beauty was acting like a guardsman,” Mayor Edi Rama knew, “where municipal

⁴¹ In his essay on “The emerging lessons from COVID-19 on vulnerability and safety,” Jaideep Gupte makes a similar point. “Planners, designers and municipal administrators need to treat the police and emergency services as equal stakeholders.” We should add educators, artists, and community leaders.

⁴² Doris Sommer *The Work of Art in the World: Civic agency and Public Humanities* (Duke UP, 2014)

⁴³ Pier Luigi Sacco, “Culture 3.0: The impact of culture on social and economic development, & how to measure it” <https://ec.europa.eu/assets/jrc/events/20131024-cci/20131024-cci-sacco.pdf>

⁴⁴ Raymond Williams, *Keywords*, 1977, Prologue

UNESCO collapses these definitions in Universal Declaration on Cultural Diversity (2001), Culture is “the set of distinctive spiritual, material, intellectual and emotional features of a society or a social group that encompasses art and literature, lifestyles, ways of living together, value systems, traditions and beliefs”.

⁴⁵ Friedrich Schiller, *Letters on the Aesthetic Education of Man*, 1794

police, or the state itself, were missing.”⁴⁶ He invited citizens to deliberate about color and design for painting bright colors over old grey buildings.

Making autonomous choices through art channels the frustrations that many young people feel in our overcrowded and under-resourced neighborhoods. Through art they can provoke and criticize in non-violent ways. “Symbolic violence” is another name for art and a pathway to avoid the real thing.

Knowing that one has options in the process of making art is also a route beyond feeling emotionally stuck, a predicament typical of trauma.⁴⁷ Art therapy is an almost redundant concept. We can therefore promote safer cities through social inclusion, healing, and development, by recognizing all people as potential artists and co-creators.

Vanguards:

There are good examples of participatory arts as practices that co-construct safer cities. Think of Antanas Mockus who was elected Mayor of Bogotá when many people had given up on the violent and chaotic capital of Colombia. How did he respond in 1995 when his Secretary of Culture said that there was nothing to be done, that it was time to bring out the clowns? Mockus took the jab like an artist, as a joke, with intentional naïveté. Clowns, he replied, was a good idea. He hired 20 pantomime artists to replace 20 corrupt traffic police. The results were hilarious at the expense of rule breakers, so pedestrians and drivers came to recognize traffic lights and cross-walks as props for public performance.



When traffic deaths reduced by over 50% in the first year, the “yes we can” spirit went after drug traffickers too. Over the Mayor’s two terms in office, homicides dropped by 70% and tax income tripled to finance infrastructure and education. Citizens on the public streets learned to be active stakeholders of their city, not passive or resentful wards.

Another Latin American leader of broad based participatory art is musician Gilberto Gil, Brazil’s Minister of Culture from 2003 -2008. He pioneered “*Pontos de cultura*” that integrated local, national and global cultural policies.⁴⁸ Gil identified the creativity of everyday artists who generate social

⁴⁶ Ted talk https://www.ted.com/talks/edi_rama_take_back_your_city_with_paint/transcript#t-314276 5:14)

⁴⁷ Yael Danieli, “Massive Trauma and The Healing Role of Reparative Justice” in Ferstman, C., Goetz, M., & Stephens, A. (2009). *Reparations for victims of genocide, war crimes and crimes against humanity: Systems in place and systems in the making*. Leiden ; Boston: Martinus Nijhoff. Pages: 41–77 “Competence (through one’s own strength and/ or the support of others), coupled with an awareness of options, can provide the basis of hope in recovery from traumatization.” p. 54

⁴⁸ Ariel Nunes, “Pontos de cultural ” construção e de integração das políticas locais, nacionais e globais.”

http://www.casaruibarbosa.gov.br/dados/DOC/palestras/Políticas_Culturais/II_Seminario_Internacional_FCRB_ArielNunes_Pontos_de_cultura_e_os_novos_paradigmas_das_políticas_publicas_culturais.pdf

collectives and local pride that engage otherwise restless youth. Bottom up initiatives became the focus for top-down policies of inclusion and support. Municipal and regional grants for musicians, poets, painters, performers, etc., throughout the country were modest, but they came with substantial public recognition for participatory art as the pulse of the Brazilian people.

An alternative approach to bottom up arts is the national program of classical music education in Venezuela. El *Sistema* opens up an elite tradition to invite the country's poorest children. Not all will be professional musicians, but they learn discipline and the pleasures of sounding good together, which prepares them for a range of occupations.⁴⁹ *Pontos de cultura* at the grass roots and el *Sistema* for concert halls. With either local or international arts they achieve social inclusion and have become models for violence prevention throughout the region.⁵⁰ These Latin American initiatives have a family resemblance to Franklin Roosevelt's arts projects during the WPA recovery from the Great Depression, except that Roosevelt considered art a profession, not a human condition. Pragmatist John Dewey – Schiller's disciple – had nevertheless counseled the president to connect the dots between art-making and civic education.

Art as Education

Education, Dewey knew, is the key to social inclusion. Except for the redistribution of wealth through good taxation policies – very difficult to achieve in most countries – education is the only leveler according to Thomas Piketty.⁵¹ We have here an enormous opportunity for social inclusion by articulating public education with general public policy through the arts. Humanist education includes creativity and interpretation. It deters crime, not only by training students in marketable 21st century skills, but also by promoting curiosity, judgment, enjoyment, and a love of the world.⁵² As artists, students manipulate material without trashing it; as interpreters, they step back, reflect, listen, and communicate. The combination of engaging and reflecting is fundamental to active citizenship. John Dewey put the roles together to seal his argument in *Art as Experience*.⁵³

Elite families often pay for creative, project based education, while poor families have little choice but to send their children to public schools where classrooms follow military order and discourage questions. Do the poor learn differently from the rich? This implied assumption has perpetuated exclusionary and hostile environments on both sides. It has dissuaded ruling classes from including the popular base among the co-constructors of safe cities.

The mention of Antanas Mockus, Edi Rama, and Gilberto Gil may inspire you to identify more public sector promoters of participatory arts for social inclusion. Perhaps you will be one of them. Participation generates autonomy, collaboration, pride of place and therefore supports safer cities. It will be important, however, to distinguish projects that *engage* people as co-artists from those that *employ* people to execute a prepared design. Co-creators defend their work; laborers may have no stake in the product. This is true for the design of infrastructure among other arts. It makes sense to co-design public and private structures, because even well-intentioned investments can backfire in resentment and vandalism, as if to say: You cannot decide for us.

See also https://pt.wikipedia.org/wiki/Pontos_de_Cultura

⁴⁹ <https://search.yahoo.com/search?fr=mcafee&type=E214US105G0&p=el+sistema+music>

⁵⁰ Alvaro Restrepo, Artistic Director of El colegio del cuerpo in Cartagena, Colombia, is a particular and eloquent example: "Talent is when we discover the reasons to be in this world and live according to these. But above all, talent is a deep desire for personal transformation, and by doing it we transform those around us."

⁵¹ Thomas Piketty, *Capital in the Twenty-First Century* (Harvard UP, 2014)

⁵² 21st Century skills are humanistic: Creativity, Critical thinking, Collaboration, Communication.

⁵² Kristen Ostherr, "Humanities as Essential Services," *Inside Higher Ed*, May 21, 2020 <https://www.insidehighered.com/views/2020/05/21/how-humanities-can-be-part-front-line-response-pandemic-opinion>

⁵³ John Dewey, *Art as Experience*, 1937. Concluding words: "We lay hold of the full import of a work of art only as we go through in our own vital processes the processes the artist went through in producing the work. It is the critic's privilege to share in the promotion of this active process. His condemnation is that he so often arrests it."

Applied expertise requires humanist training to ask and listen as well as to communicate. Some authorities may worry that collective decision making can derail expert advice; all the more reason for broad-based creative and rigorous education that will prepare organic intellectuals to engage responsibly with experts. Other authorities may dismiss the arts altogether at times like this, when art seems like a luxury reserved for the future. Send them to Schiller and to Dewey.

As for participation in the range of arts beyond design of habitat, consider the economic advantages for tourism of equalizing access to creativity and education. Everyday arts along with the education to manage projects can multiply the offer of local attractions and keep tourists eager to visit and revisit a variety of destinations. This is a gambit we can make with *Pontos de cultura*. Even destinations that may be off-limit security risks become navigable with grass-roots guides. The “Museo popular” in Siloé Cali comes to mind. It is a home damaged by decades of civil war in a neighborhood that’s vulnerable on good days and downright dangerous on others. But the “curator” and resident David Gomez gives guided tours of the wreckage and guarantees the safety of his many visitors, students, scholars, and other outsiders who come to learn local history from expert participant observers. David’s authority and the respect he earns are better safeguards than any armed and underpaid policeman with ambivalent loyalties.⁵⁴



Worldwide, exclusions by race and social class confirm unconscionable disparities as the rates of contagion and death multiply 6 or 7 fold among marginalized people. Urgent attention is in order now, to supply food, medical care, even as we confront the impossibility to de-densify most poor neighborhoods. But, for safer cities, we will have to address the practices that perpetuate exclusion and that stoke resentment and future violence. Cultural change is necessary and urgent, especially for decision makers whose paternalist paradigms continue to backfire. Either people will be partners in change or they will be refuseniks.

The lockdown of normal lives can be an opportunity to reflect on existing interventions and to explore others. One reason for the short circuit that disconnects substantial inputs from anticipated results turns out to be the conceptual error of working for “target populations.” The work misfires because people should not be targets, but co-creators of projects that affect them. This critique coincides with the “40 Days Safety Challenge” that addresses “citizens who take the responsibility to coproduce safety in their localities – in schools, on streets, in neighborhoods.” Forty days, the literal meaning of quarantine, can be an incubator like Noah’s Ark. Let us dedicate September and October to promoting participatory arts and education in the spirit of *Pontos de cultura*. A call for proposals can stimulate the kinds of self-sustaining collective arts projects that 40 days promotes.

Cultural Agents:

Before offering policy recommendations to others, I want to register my good faith as a participant in art as obligation and opportunity. The Cultural Agents Initiative that I lead has created two programs to respond to COVID, one in education and the other in domestic violence. Since schoolchildren worldwide are isolated and on-line learning seldom promotes interaction with one another or with texts, we developed a digital version of our Pre-Texts teacher training. Pre-Texts is

⁵⁴ <https://www.qhubocali.com/con-la-gente/la-casa-de-los-recuerdos/>

pedagogical acupuncture. A single prompt ignites both cognitive and emotional energies: Use a complex text as raw material for making art, then share and reflect on the process. Digital Pre-Texts now facilitates workshops for Mexico's Secretaría de Educación Pública; it will begin in Chile's Ministry of Culture, and in an anti-corruption campaign for Paraguay's Instituto de Desarrollo. www.pre-texts.org



The alarming spike in domestic violence during the lockdown shows the limits of conventional responses. They mostly encourage women to report abuses – very difficult now – and move to shelters – even more difficult. When programs target men, they generally hope to raise consciousness about their complicity.⁵⁵ Cultural Agents takes a different tack, enjoyment rather than reprobation. Pleasurable engagement works at the primary level of prevention. Bilbao's Athletic Club is an inspiration, with its literary and film festivals.⁵⁶ But confinement at home – typically a woman's domain – interrupts sports and other events. "Futbol Viral" is our pilot for Brazil, to occupy frustrated men in time-consuming home-based soccer challenges and live events led by professional players. <https://vimeo.com/412864048>



These projects promote the work that arts and humanities can do, beyond the important but misunderstood cultivation of taste. Taste and justice go together ever since Kant wrote his *Third Critique on Aesthetic Judgment*. The current crisis gives us time to recover basic lessons from the European Enlightenment. With applied research, the connection between beauty and justice becomes concrete by measuring the impact of creativity. "Cases for Culture" have demonstrated consistently that the arts promote social inclusion and urban safety.

Art Works

At the individual level, creative activities stimulate desire and curiosity to explore materials, while the consumption of art does not. (Dewey, 2008). Consumption leaves few outlets for potentially destructive youthful energy. Art-making develops the self-esteem that active citizenship requires. Artists value their own lives and the lives of the communities that respond to their work. The creative process of intentionally manipulating materials – physical, verbal, musical – can also mitigate feelings helplessness triggered by loss, anger, confusion and bitterness related to trauma. Art –making multiplies the available means for mourning and for interpersonal dialogue.

To promote social inclusion and active citizenship, art practices will need to be integrated in basic education; the arts are vehicles for mastering the range of subjects. The achievements of arts-based education include:

- Skill sets to plan, communicate, and navigate limitations.

⁵⁵ "Intervening with Perpetrators of Intimate Partner Violence: A Global Perspective" © World Health Organization 2003 by Emily F Rothman, MS+ Alexander Butchart, PhD* Magdalena Cerdá, MPH

⁵⁶ <https://www.theguardian.com/football/blog/2019/nov/02/athletic-bilbao-proud-journey-win-beyond-ball-games>

- Judgment, first about aesthetic decisions and then about difficult practical issues. Judgment is essential for good leadership; it considers options and attends to a variety of voices.
- Love of learning, the primary goal of all education.

The community benefits from arts-based education and from a range of creative practices because they stimulate social inclusion. Art-making prompts conversation because new creations communicate, but indirectly, and so they invite interpretation. Interpretation is an exercise in listening and deliberation about things that may not be important in themselves, but that stimulate the reflection and expression of people who might otherwise remain silent.

For youth, art is a powerful multiplier of pro-social behavior. Young artists can mentor peers and guide passions toward creative processes. “Hip-hop is the CNN of the streets,” as Chuck D. says. It performs in ways that street youth can appropriate and call their own. Hip hop and other youth arts intervene in public discourse; they raise a voice of protest and change a point of view. By definition, art makes familiar things look strange, so that we can see them anew. Art provokes, in non-violent ways, to rethink stagnant systems.

The spaces of dialogue that art forces open can prepare for productive collaborations among youth and a variety of social actors (non-governmental organizations, local government, authorities and others). Cooperation through art-based initiatives stimulates knowledge and mutual admiration – rather than fear or mistrust -- among the various participants necessary for violence prevention.

At the intersection of individuals, communities and habitat, art enables interchanges. When youth become active participants in shaping and embellishing public spaces, they develop relationships of belonging, both personally and collectively. Arts can amount to democratic interventions if promoted and administered by local authorities. Collective ownership of public spaces nurtures pride of civic place, as opposed to the fear in the competitive turf mentality of gang culture.

Art and habitat

Art, therefore, is a key tool for municipal investments in safer cities. Without it we cannot implement the “UN System Wide Guidelines on Safer Cities and Human Settlements.” The “Guidelines” do not yet articulate the contributions of art, even though they are literally illustrated in the document: a brightly and collectively painted barrio, graffiti murals, hip hop, break dance, and a gender balanced drumming band.⁵⁷ We can learn to interpret illustration as meaning exemplary. Local identity and pride of place encourage youth as well as authorities to negotiate views and experiences that can lead to important collaborations in common spaces. Young people who participate in art, whether or not they become professionals, have training to become active, productive, resourceful and employable citizens. Therefore, especially while our youth face economic and social constraints and are vulnerable to violence, cultivating them as artists (in music, dance, literature, theater, photography, artistic media, graffiti, etc.) within local resources is a vital component for crime prevention and urban planning.

Cities take the lead

There is no lack of documentation about the effectiveness of programs based on art. Cities that promote participatory arts have contributed to transforming zones of vulnerability into safe havens. By engaging young people as artists who can influence how a city looks and feels, the city becomes theirs. Consider the grass-roots Afro Reggae Group in Rio de Janeiro that altered the way police were perceived by an unruly favela, through hip hop and graffiti. The case of Fryshuset, a second opportunity school for youth supported by the City of Stockholm is another example; it integrates education and literacy in public spaces and to enhance safety as a public good.

The evaluations offer both qualitative and quantitative confirmation of the positive effects of the inclusion of arts for children and youth. What authorities lack is *not evidence* but rather *a rationale* for appreciating how art operates in violence prevention. Without an explanation, authorities will continue to be skeptical about the evidence and we will miss urgent opportunities for effective investment in youth. The rationale for art in urban planning should be clear by now:

- Art redirects violent energies toward constructive and collaborative activities.
- Recognizing everyone as a potential artist closes the short circuit of development projects that “target” people with paternalist expertise.
- Public spaces co-designed with communities become precious and protected.

⁵⁷ <https://unhabitat.org/united-nations-system-wide-guidelines-on-safer-cities-and-human-settlements>

- Educating through art forms resilient, autonomous and collaborative citizens.

Recommendations for work plan 2020 - 22:

Over the past two decades, municipal authorities worldwide have increasingly become key actors of culture-based urban governance, decentralizing cities to facilitate cultural assets and participation. But the incremental approach and conventional definitions of art leave many vulnerable communities at risk of escalating violence. A fresh and bold approach is called for. It would take advantage of the connections between participatory arts and social inclusion. The “symbolic violence” of art should be an intentional and effective bypass for the physical violence that ravages our cities. Municipal instruments of urban planning, urban legislation and urban financing are functions that can build capacity to integrate arts as a tool for safer urban environments. The knowledge gap about culture and arts for urban safety can be addressed through partnerships with universities to identify assets and develop indicators to monitor social impact and financial investments. Innovative public-private partnerships at the community level should be explored. Bilateral and multilateral agencies as well should include a culture-based approach more systematically in development strategies and project designs. Training programs for urban professionals should be adapted to include cultural issues in overall urban studies and policies.

A checklist of related recommendations:

- Education with Art
 - Ministries of Education and local School Boards should coordinate change
 - Classroom “choreography” changes from rows to circles and groups
 - Teaching becomes facilitation [see Ranciere’s *The Ignorant Schoolmaster*]
 - Engage local arts as mentors for interpreting required curricula
 - E.g. Pre-Texts.org
- UNESCO Collaborations at Multinational Level
 - “Creative Cities”
 - Literacy
 - Peace Building
 - Network of sports clubs that promote literacy, e.g. Athletic, Bilbao
- Tourism to generate revenue that sustains local arts and Educational reform
 - Acknowledge local arts as resources to promote tourism
 - Local artists should be recognized as productive citizens (and mentors)
 - Pride of place, autonomy, collective cultural recognition follow
- *Pontos de cultura*, cultural hot spots.
 - Local and federal micro-grants to grass-roots artists collectives
 - *Sistema* style music education
 - Art making is vehicle for treating trauma [see Gupte and the “Fixed” chart]
 - An ideal initiative for 40 days Safety Challenge to seed self-sustaining programs
- Co-Design Practices
 - Cultivate organic intellectuals
 - Consider alterations of designs, even minor ones to acknowledge voices
 - Train local “guides” to educate visitors about cities and to enhance safety

Annex 4

Position paper “Cities need to build back safer in the COVID-19 era” by Dr. Robert Muggah, CEO, Igarape Institute and Co-Chair GPM Advisory Committee

The COVID-19 pandemic is profoundly disrupting political, social and economic life in cities around the world. This note offers a selection of reflections on how the pandemic, including government responses to contain it, are affecting patterns of crime and violence. It also includes several preliminary observations about how cities are mitigating vulnerability, including strategies to improve policing, protect vulnerable populations, and strengthen social cohesion. Lastly, the note considers how city officials could make use of a benchmarking and measurement tool to enhance overall safety and security as they prepare for this pandemic, and the next one.

Some of the key messages are:

- Observed short-term reductions in crime and violence in many cities appear to be temporary, and may fade depending on the duration of the crisis and/or absence of a vaccination/anti-virals;
- The risk of crime and violence could increase in some cities - especially ones with pre-existing inequalities - owing to massive economic disruption and associated stresses;
- COVID-19 is imposing a range of strains on law enforcement, criminal justice and penal providers, with implications for public security;
- The COVID-19 crisis is also precipitating changes to the opportunity structure for organized crime, with consequences of public safety;
- City governments must focus on short-term emergency measures but also invest in longer-term solutions to bolster local resilience and micro-level governance;
- Urban authorities are advised to invest in data-driven and evidence-based approaches since they will be required to do more with less;
- Overall improvements in city inclusion, sustainability and resilience will likely have positive longer-term knock-on effects on crime prevention;
- Benchmarking efforts can help provided a positive steer and nudges for more effective and efficient resource allocation;
- It is important to ensure that they are simplified and include incentives for application.

A precise accounting of the relationships between COVID-19 pandemic and city safety and security is exceedingly challenging. Part of the difficulty relates to data availability and quality. In some settings, information on crime and victimization is highly partial and uneven. Another related difficulty is determining the attribution effects of urban policies and programs to prevent and reduce criminal violence and improve public safety and security in the context of the fast-moving COVID-19 pandemic. As such, many of the observations included here are based on anecdotal evidence and a degree of conjecture, thus subject to heavy caveats.

How is the pandemic affecting urban crime and violence

According to UN-Habitat, more than 95 percent of all reported COVID-19 infections to date have occurred in urban settings. Both absolute and prevalence of the infection will likely shift, however, as lockdown measures ease and people leave cities to more sparsely populated rural areas. While COVID-19 is distributed in over 188 countries, cities vary considerably in how they have responded to the infectious disease outbreak. Some have implemented aggressive quarantine measures with aggressive physical and digital enforcement, while others have adopted more lenient approaches. Notwithstanding considerable uncertainty about the longer-term effects of these measures, partial anecdotal evidence suggests that in the short-term they exerted sharp temporary downward pressure on certain patterns of crime and violence and increases in others.

To the surprise of some observers, many cities witnessed sharp declines in various types of crime shortly after the imposition of measures to slow the virus. In much of North America and Western Europe, for example, fatal and non-fatal violent crime reportedly plummeted as people stayed indoors and off the street. A review of 30 US cities suggests that COVID-19 and associated lockdowns were associated with sharp declines in arrests for crime and reductions in most major crime categories. On the other hand, domestic abuse and sexual violence reportedly exploded. Predictably, the confinement of people to their homes increased exposure to abusive intimate partners and carers. Meanwhile, some other types of crimes involving defiance of stay-at-home orders, package theft, and opioid consumption shot upward. These sharp declines in criminal violence were not restricted to wealthy countries. Indeed, cities across Latin America and Southern Africa also registered declining violent and property crime, along with corresponding increases in documented sexual and domestic violence.

These apparent improvements in safety and security are likely fleeting. Physical distancing, curfews, and shelter-in-place orders are being lifted at different speeds in cities around the world (though will likely close just as quickly if infections surge). What is more, lockdowns are not deterring drug cartels, gangs and militia. To the contrary. A combination of police shortages and fragmentation in drug supply chains have triggered fresh waves of violence, especially in Brazil, Mexico and El Salvador, where criminal groups are fighting over a diminishing pie. The deterioration in security also appears to be compounded by the early release of inmates from the region's notoriously violent prisons — some of whom are already settling old scores. In São Paulo, Latin America's largest city, murders are up 10 percent over the past three months compared to the same period in 2019. Levels of reported domestic violence have also surged in most large Brazilian municipalities, including by more than 50 percent in Rio de Janeiro. Cities in Chihuahua, Michoacán and Guanajuato have experienced soaring homicide. And El Salvador's short-lived crime decline ended in dramatic fashion and is being met with iron-fisted responses.

Across these and other countries it is crime groups, and not police, that are enforcing lock-down orders in informal settlements and slums. Criminal factions, militia, mafia and new "corona criminals" are aware of the changing rules of the game, exploiting the new configuration, and reinforcing their soft power in the process. Some are providing basic services and delivering perishable food items to the poor, elderly, and sick. Others are posting warnings online and off about abiding by curfews and social isolation. These groups are likewise facing supply and demand shocks and disruptions to their ability to produce, ship and sell illegal products. It is possible that tensions between some of them may increase as they compete over a diminishing consumer base. There is a risk of their diversification of criminal rent seeking and escalation of violence, especially in lower-income areas that are already under-served by police and services. Similar types of risks also exist in conflict-affected countries, including in Africa, the Middle East and South Asia, where opportunistic elites and armed groups are taking advantage of the crisis to consolidate their power.

Why is the pandemic affecting urban crime and violence

The underlying factors shaping the incidence and intensity of crime and violence in cities are the same regardless of whether there is a pandemic or not. From a theoretical perspective, crime and violence are determined by, inter alia, changes in routine activities (e.g. shelter-in-place may reduce street violence but increase domestic violence), the extent of formal and informal social controls (e.g. enhanced surveillance can reduce certain types of crime but also affect civil liberties), the level of socio-economic distress and disorganization (e.g. higher unemployment, stress and anxiety can increase risk of violence against children) and the availability and cost of goods and services (e.g. reduced access to alcohol could reduce certain serious offences). The point is that the disease outbreak and government responses to it can diminish or accentuate risks of crime and violence depending on how they affect these interactions. The intensity of lockdown measures, the types of restrictions imposed, the duration of these interventions and the extent of surveillance, the level of support to affected communities and the underlying conditions in these areas are all critical in this regard. So, indeed, is the timing of an effective vaccine that can be rapidly distributed in a cost-effective manner.

National and subnational government measures to contain COVID-19 infections and fatalities in the short-term - what is known as "lockdown" - can be highly disruptive to routine activities, formal and informal controls, social organization, and the availability and price of goods and services. To date, the

combination of physical distancing, shelter-in-place, restrictions on mobility, electronic surveillance and closure of public spaces and businesses have reduced face-to-face encounters and may have increased certain forms of solidarity and mutual obligations in affected neighborhoods. But they also appear to have increased home-bound victimization and violence potentiating conditions that have led to protests, demonstrations, riots and unrest. Public authorities vary in the intensity of their application and enforcement of lockdown rules. For example, in North America and Western Europe, such measures were differentially implemented but alcohol sales were not restricted. In countries like India, the Philippines and South Africa, heavy-handed lockdowns and temporary alcohol bans were introduced precisely due to concerns with domestic violence.

The role of surveillance and associated monitoring technologies are also likely playing a role in distorting the opportunity space for crime and violence - as well as the ability to express certain basic civil liberties. The use of big data and machine learning enabled analytics, CCTV cameras, facial recognition, biometrics and forecasting tools were already becoming widespread before the outbreak of COVID-19. Notwithstanding resistance to more intrusive technologies from some cities in North America and Western Europe for example, they are an increasingly ubiquitous feature of the urban landscape globally. While these and other platforms are helping with crime prevention and investigation, the potential abuse of invasive surveillance to control populations by national and subnational authorities is also widely acknowledged. As some surveillance technologies are being oriented toward the pandemic response - including contact tracing and enforcing quarantines - the debate over privacy, data protection and basic rights is intensifying.

There are risks of urban crime and violence escalating in the medium to long-term. For one, COVID-19 has resulted in changes to policing capabilities and deployment. Depending on how current and future pandemic outbreaks are managed, law enforcement and criminal justice systems could be quickly overwhelmed. In some regions, including across the US and UK, cities have faced severe shortages of police personnel owing to infections, but also the exigencies of enforcing lockdowns. Across the globe, Police and additional security forces such as national reserves and military forces are being deployed to keep residents from violating stay-at-home orders and enforce quarantines. While these supplemental deployments may secure some privileged or strategically important areas, they expose already under-served neighborhoods (and some rural communities) to increased risk of opportunity crime, including extortion, racketeering, and illegal diversion of services such as food, water, electricity and waste removal.

A related concern is that COVID-19 will undermine already overstretched criminal justice and penal systems. Already, some cities have seen police making fewer arrests, judges processing fewer cases, and prisons releasing pretrial and non-violent and vulnerable inmates to avoid spreading infections. Across the Americas, there are major concerns about outbreaks of the disease could contribute to riots and prison breaks affecting security and safety at the city scale. Indeed, most prisons in Latin America, Africa and South Asia, as well as in parts of North America and East Asia, are already highly over-crowded and unhygienic. Prison breaks have been reported across Brazil, Colombia, Mexico and Venezuela. With police distracted or overwhelmed, vulnerable groups could experience even greater risks. For example, there are risks to heroin and opioid users, many of whom risk fatal outcomes as rehabilitation programs close and they are faced with inferior quality and highly dangerous products.

What are cities doing to prevent and reduce crime and violence

All cities are making hard decisions about how to deploy resources in an uncertain environment. Already facing major liabilities, deficits and shortages before the COVID-19 pandemic, city leaders and councils will be required to do more with less. There will be major shortfalls in revenue owing to reduced tax revenue, rising austerity, and massive economic disruption. Some cities such as Amsterdam, Bristol and Melbourne are already adjusting their city plans to "build back better", while many others are simply focused on dealing with immediate emergencies, including risks of rising crime and violence. The priority facing all cities will be not just to address public security emergencies in the short-term, but simultaneously building-in political, social, economic and environmental changes that minimize the risks of insecurity in the medium to short-term. In this regard, city bench-marking and monitoring tools can help provide local authorities with some foresight to make smarter and more cost-effective decisions early.

In the short-term, cities will need to focus on attending to the short-term exigencies of the health emergency while mitigating secondary risks that will be potentially even more disruptive and destabilizing. They will need to do this in a coordinated manner – including through emergency operations centers – and seek where possible to base decisions on real-time information and communicate risks to communities on a regular basis. The fact is that COVID19 could overwhelm some health systems in lower- and middle-income settings, especially as it affects informal settlements. What is more, the political, economic and social fall-out from the pandemic could be much worse and longer-lasting. This means acting in the short-term and already designing in and preparing for risk mitigation in the long-term. Practically speaking, cities will need to develop or adjust plans to account for these risks since the

At a minimum, city authorities need to ensure that lockdown measures avoid doing harm and exacerbating crime and violence. Government actions to contain COVID19 will fall short of expectations in many parts of the world. Where services are seen as uneven or arbitrary, they can trigger grievances. Where support is wanting, they can unleash unrest. Top-down moves can unintentionally reinforce discrimination, especially in the most vulnerable low-income communities. What is more, large-scale cash and non-cash subsidies and relief can be exploited by political elites, armed groups and criminal actors. Isolation and shelter-in-place measures can unintentionally expand the vulnerability of women and children to intimate partner abuse and domestic violence. Balanced health responses that do no intentional harm and that build, rather than bypass local communities are critical. This means creating platforms to engage with civic leaders, mobilizing community associations in under-served areas, and ensuring trust in a period of extreme adversity.

Cities will also need to redouble support for community policing strategies that simultaneously build local capabilities and support, in partnership with communities. Well before COVID-19 arrived there is a significant trust gap between police and local communities in many cities that frustrated effective crime prevention and reduction of victimization. These challenges will be exacerbated in some contexts where governments are unable or unwilling to provide adequate services to badly affected areas or that fail to mitigate the economic costs of the pandemic. Cities that invest in more responsive and community-facing policing, strategic engagement with local leaders and focused deterrence with at-risk young people are more likely to generate positive improvements in real and perceived safety and security. Creating multiple pathways for vulnerable groups and protected classes to report crime is also critical to ensure more inclusive responses.

A major priority for cities is to strengthen programs to prevent and reduce intimate partner and domestic violence. A priority for city planners, police and social services is to work to ensure lockdown measures do not exacerbate sexual and child-related violence. Cities and a wide range of service providers are already developing a host of responses including setting-up (digital) mechanisms to support parents with advice, provide assistance for mental health and stress, offering outdoor and pro-social activities, ensuring more sustained contact with victims, providing a range of communication vectors - including "coded opportunities" - for reporting to police and social services, and arranging alternative living spaces (including in hotels and under-used public facilities) for victims of abuse.

Cities are also working to channel direct and conditional cash transfers, subsidies and tax breaks to blunt the impact of COVID19. Alongside expanded food banks and homeless shelters are a combination of cash transfer and wage subsidy schemes to support lower-income communities and households manage economic hardship. There is a risk that many city residents, especially for the 60 percent of the world's adult population who depend on the informal economy, lack sufficient savings or access to credit to survive. Ensuring that the most vulnerable members of the city - the elderly, infirm, migrants, and extreme poor - are provided with additional protections to sustain (and increase) access to basic services. The risks of some groups not accessing services owing to fear of retribution or scapegoating is a real concern in upper-, middle- and low-income settings alike.

Ensuring that services and programs are available for youth is also critical. More than 1.5 billion youth are experiencing school closures, almost 90 per cent of the world's enrolled population. The combination of reduced employment, school closures, shuttered community centers and limited opportunities for interaction are heightening the risks of insecurity in some cities. Indeed, the networks that shape violent crime still exist even if certain routine activities have been temporarily disrupted. With limited school oversight and few outlets for expression or facilities to foster coaching and positive mentorship, sustained outreach to at-risk young people and the continuation of anti-

violence programs online and off is critical. Proven strategies such as cognitive behavioral therapy that are designed to reduce habits and behavior associated with criminal delinquency and teach strategies of self-control are crucial. These include training in anger management and social skills, together with counselling in strategies that are explicitly designed to prevent recidivism.

In the medium to longer-term crime prevention through environmental design will assume an even greater importance in urban crime control. Especially due to actual and future resource constraints, cities will need to ensure that investments generate co-benefits. They will not just be investing in retrofitting buildings, public spaces and public transportation to be pro-health, but also pro-inclusion, pro-climate and pro-safety and security. For example, zoning rules and regulations should promote downtown cores and residential neighborhoods that are mixed and inclusive to reduce enclaving and the formation of areas of high concentrated disadvantage. Planners will need to plan for affordable housing, avoid darker streets, alleyways and abandoned tenements, and encourage earlier bar closings and more targeted surveillance. Urban renewal and local mobilization efforts to reclaim parks, city blocks and open plazas can simultaneously reinforce civic mindedness, social cohesion and social efficacy, critical to self-policing and reducing crime and victimization.

Just as important as knowing what works is knowing what doesn't. Aggressive, zero-tolerance policing, three-strikes-and-you're-out mandatory sentencing, race-based stop and frisk policies, mass incarceration, police-led drug awareness programs, 'scared-straight' interventions exposing young children to prisons and inmates, firearm buybacks, and slum clearance programs are either ineffective or make things worse. The first order of business is to double down on evidence-based interventions in the most crime affected neighborhoods, capitalizing on our knowledge of what works and what doesn't, and the fact that criminal violence tends to concentrate in a few areas and among a comparatively small number of people. When the right measures are applied in the right places, public security and safety are more likely.

Innovations in benchmarking safer cities

There are several efforts underway to help improve urban safety and security. One of the most comprehensive is the 2019 UN System-Wide Guidelines on Safer Cities and Human Settlement. The Guidelines call for, among other things, a review mechanism to share experience and good practices between cities. It also calls for a review board to help with local implementation and a survey to understand where cities are at in terms of laws, institutions and programs related to crime and violence prevention and reduction. At the core of the Guidelines is a call for the creation of a "monitor" to track city measures to improve safety and security. In the process, the monitor seeks to provide a normative steer or nudge for cities to take effective and efficient decisions.

The monitor features a conceptual framework that is currently under review. It is made-up of four "facets" by which to measure the extent of city safety and security. These include: (i) crime and violence (both objective and subjective); (ii) socio-economic risk factors (so-called "root causes") of crime and violence, (iii) community and city reliance factors (including infrastructure, services, community assets), and (iv) enabling environment (governance, legislation, policies, programs and financing). The facets are in turn divided into 10 "dimensions", 81 "subdimensions" and 179 "indicators". UN-Habitat is proposing to work with 15 cities to measure safety and security to help them establish baselines, and then to track changes over time. The organization and its partners are seeking inputs in relation to the selection of its various criteria, the level of disaggregation necessary, and approaches to testing and monitoring.

Ultimately, cities are facing a vast range of priorities in the COVID-19 era. Of course, local governments vary in jurisdictional and operational resources and responsibilities. Nevertheless, all of them will be required to make trade-offs during a prolonged period of economic uncertainty. Access to external and domestic finance will be frustrated by a major global recession – and quite possibly a global depression. A key priority will be sustaining law and order and ensuring safety and security. Any benchmarking exercise will need to be integrated into existing planning frameworks and avoid adding an undue burden. Agile and nimble frameworks, automated reporting, and easy-to-use dashboards will be critical to provide cities with the insight they need to build back safer.

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GPM Durban Declaration 2019

November 11, 2019

Mayors of the Global Parliament of Mayors (GPM) have agreed to the following commitments, statements, and propositions on the topics of multilevel governance, migration, urban security, and public health as determined by vote during our annual Summit in Durban, South Africa from November 9-11, 2019.

Multilevel Governance

National leaders and their international organizations are insufficiently addressing our key global challenges, many of which are most directly experienced and felt at the local level. The traditional institutions and frameworks of global governance must evolve to reflect the centrality of cities to solving these challenges. Multilevel structures and platforms at the international policy-making level allowing cities to be directly involved in the crafting and implementing of our shared global agendas must, in the years ahead, take shape. As such:

Mayors of the GPM call on national governments and international organizations to:

- Work in partnership with elected city leaders and city networks in the making, implementing and enforcing of global agendas, particularly those that directly implicate cities, such as climate change, public health, security, and migration; and
- Recognize the need for, and the democratic virtues of, including cities in international policy-making processes, and create formal platforms for them to fulfill this realization.

Migration

Mayors of the GPM commit to:

- Institutionalizing welcoming standards to ensure that every person's basic needs are provided for and that all feel welcomed, irrespective of nationality, point of origin, or immigration status;
- Providing opportunities to live a safe, inclusive and dignified life free of discrimination for every person within our jurisdictions irrespective of nationality, point of origin, or immigrant status as a means of welcoming newcomers and reducing outflow migration; and
- Implementing the Global Compact for Migration and the Global Compact on Refugees in our cities.

Mayors of the GPM call on national governments and international institutions to:

- Increase their efforts to remedy the underlying structural and political causes of migration flows such as war, poverty, inequality, and climate change;
- Invest in city governments, financial and otherwise, to strengthen the capacities of cities to meet the responsibilities, cover the costs, and realise the opportunities and potential that accompany migration flows; and
- Create multilevel governance structures within the international policy-making system so that cities and their networks can shape migration-related policies.

Mayors of the GPM commit to working with the following organizations and partners:

- The International Organization of Migration, the UN High Commissioner for Refugees, the Organization for Economic Cooperation and Development, UN Children Fund (UNICEF), and other international organizations focused on supporting migrants;
- Welcoming International and other international NGOs and international city networks focused on supporting migrants; and
- Universities, colleges, and institutions that research all aspects of migration, including the challenges, promises, costs, and benefits.

Urban Security

Mayors of the GPM commit to:

- Reducing all forms of violence by 50% within our jurisdictions by 2030;
- Advocating for the adoption and financing of smarter security measures within our jurisdictions;
- Exploring opportunities to develop partnerships with international organizations, such as Interpol, African Forum for Urban Security, European Forum for Urban Security, and the Strong Cities Network, among others, to improve standards related to public safety; and

- Reinforcing the capacities of cities to improve urban safety monitoring and reporting in partnership with UN Habitat in order to build trust among the various stakeholders.

Mayors of the GPM call on national governments to:

- Support city networks that advocate for data-driven and evidence based standards to improve public safety and security;
- Work collaboratively with cities and city networks involved in documenting and disrupting online extremism; and
- Collaborate with cities and their law enforcement officials to strengthen municipal security and safety measures, technology, equipment, and training.

Mayors of the GPM call on international institutions to:

- Invest in global standards for urban security that are aligned with SDG 16 and the New Urban Agenda;
- Advocate for transparent, data-driven and evidence based approaches to enhance urban security, including cybersecurity; and
- Create and support formal platforms for cities and their networks to be involved in the shaping of international policies pertaining to security, including cybersecurity.

Mayors of the GPM commit the GPM to working with the following partnerships in furtherance of our urban security goals:

- The UN-Habitat, the UN Counter-Terrorism Directorate, Strong Cities Network, the SecDev Group, the African Forum for Urban Security, the European Forum for Urban Security, and other groups devoted to improving the safety of our cities.

Public Health

Mayors of the GPM commit to:

- Promoting the achievement of at least 80% vaccination coverage for all vaccines in national immunization programs;
- Promoting the achievement of at least 90% vaccination coverage in our city's 12-month-old population with at least one dose of measles-containing vaccine; and
- Reducing the spread of misinformation and improving health literacy, especially among our vulnerable populations.

Mayors of the GPM call on national governments and institutions to:

- Prioritize funding for developing sub-national capacities required to implement the International Health Regulations in our cities; and

- Develop regional and local networks to advance the dissemination of trusted public health information.

Mayors of the GPM call on international institutions to:

- Promote information sharing and communication measures in and between cities to prevent and reduce the international spread of infectious diseases; and
- Prioritize the research and development of antibiotics, vaccines and other medicines for communicable diseases.

GPM Executive Committee

Peter Kurz, mayor of Mannheim, Germany
 Stephen K. Benjamin, mayor of Columbia, USA
 Grace Mary Mugasa, mayor of Hoima, Uganda
 Ricardo Rio, mayor of Braga, Portugal
 Marvin Rees, mayor of Bristol, UK
 Leoluca Orlando, mayor of Palermo, Italy
 Jefferson Tamba Kojee, mayor of Monrovia, Liberia
 Baikuntha Nath Neupane, mayor of Vyas, Nepal

UN-Habitat and the Global Parliament of Mayors are proud to invite you to the webinar of the Global Network on Safer Cities Partners Consultative Meeting

Strengthening the Safer Cities Strategy while responding to COVID-19

SAFER CITIES FOR ALL!

This two-day webinar will explore the impact of Covid-19 on urban safety and security in connection to the pre-Covid process on the implementation of the UN systemwide Guidelines on Safer Cities and Human Settlements. How cities are responding to the increasing crime and violence in their communities and how local stakeholders and cities can support each other in the delivery of safety for all inhabitants. The conclusion of this webinar will contribute to the next steps towards a workplan and WUF22.

REGISTRATION



UN HABITAT
FOR A BETTER URBAN FUTURE

Global
Parliament
of Mayors

WEDNESDAY 27 MAY

Session 1: 10.00-11.45hrs CET

OPENING DISCUSSION "SAFER CITIES FOR ALL" (10.00-10.45hrs)

High level reflections on the impact of COVID-19 on Safer Cities Approach and the recommendations of mayors to go forward on urban security

Discussion guideline documents: UN-Habitat's Strategic Plan and UN systemwide Guidelines on Safer Cities and Human Settlements

Dr. Shipra Narang Suri, Chief Urban Practices Branch, UN-Habitat, moderator

Opening

- Maimunah Mohd Sharif, Executive Director of UN-Habitat
- Mayor Peter Kurz of Mannheim, Chair Global Parliament of Mayors
- Phumzile Mlambo-Ngcuka, Executive Director of UN Women represented by Kalliopi Mingeirou, Chief Ending Violence against Women and Girls Section-UN Women
- Ghada Fathi Waly, Executive Director of UNODC represented by Bo Mathiasen, Deputy Director UNODC
- Henrietta Fore, Executive Director of UNICEF represented by Thomas George, Senior Adviser and Chief of Urban UNICEF



Maimunah Mohd Sharif



Peter Kurz

THEMATIC DISCUSSION "THE EMERGING LESSONS FROM COVID-19 ON VULNERABILITY AND SAFETY" (10.45-11.45HRS)

What are we learning about how this pandemic impacts what we need to do to mitigate vulnerability?

Position paper by Dr. Jaideep Gupte, Fellow, IDS, University of Sussex, and GCRF Cities & Sustainable Infrastructure Challenge Leader, UKRI

Discussion leader by Dr. Shipra Narang Suri, Chief Urban Practices Branch, UN-Habitat (moderator)

Global Panel

- Mayor Ricardo Rio of Braga, Portugal, Treasurer Global Parliament of Mayors
- Mayor Manuel de Araujo of Quelimane, Mozambique
- Angela Mwai OIC, Team Lead Human Rights, and Social Inclusion Unit, Urban Practices Branch
- Dr. Achim Wennmann, Executive Coordinator, Geneva Peacebuilding Platform
- Yllaylee Das, Manager Global Safer Cities for Girls Programme, Plan International, India
- Nomusa Shembe, Safer Cities Unit Manager, eThekweni Municipality, South Africa
- Dr. Barbara Holtmann, Founder FIXED



Ricardo Rio



Manuel de Araujo



Shipra Narang Suri



Jaideep Gupte

Session 2: 14.00-15.30hrs CET

THEMATIC DISCUSSION "USEFUL TOOLS FOR SYSTEMIC AND SUSTAINABLE SAFER CITIES APPROACHES"

We look at the tools from the perspective of the current crisis while enhancing the achievement of long-term goals.

Position paper by Dr. Franz Vanderschueren, Director Urban Safety Programme, Urban Sociology, Universidad Alberto Hurtado, Chile

Discussion leader by Juma Assiango, Specialist-Safer Cities, HR&SIU/Urban Practices Branch, UN-Habitat (moderator)

Global Panel

- Mayor Steve Benjamin of Columbia, South Carolina, USA and Vice Chair Global Parliament of Mayors
- Mayor Oscar Escobar of Palmira, Colombia
- Dr. Elizabeth Johnston, Director General, European Forum for Urban Security (EFUS)
- Elsa D'Silva, CEO Red Dot Foundation, Founder of Security App
- Olenka Ochoa Berreteaga, Womenpeacemaker by IPJ-USDiego, UrbanThinkersCampus, Lima, Peru
- Stefanie Chetty, Director Urban Policy Development and Management, Nat. Department of Cooperative Governance, South Africa
- Thomas George, Senior Adviser and Chief of Urban UNICEF



Steve Benjamin



Óscar Escobar



Juma Assiango



Franz Vanderschueren

THURSDAY 28 MAY

Session 3: 14.00-15.00hrs CET

THEMATIC DISCUSSION "INCLUSION, SOCIAL COHESION AND SAFER URBAN ENVIRONMENTS"

Advocacy and outreach on safer cities highlighting and scaling up community voices and actions on safety in partnership with local government.

Position paper by Professor Doris Sommer, Harvard University, USA

Discussion leader by Cecilia Andersson, Specialist/Coordinator Global Public Space Programme UN Habitat (moderator)

Global Panel

- Mayor Mxolisi Kaunda of eThekweni, Durban, South Africa, GPM Mayor
- Deputy Mayor Adham Darawsha of Culture Palermo, Sicily, Italy, GPM Mayor
- Dr. Siphio Sithole (Ph.D.), Research Fellow, University of Johannesburg
- Rainer Kern, Director UNESCO City of Music Mannheim, advisor Mayor Mannheim
- Professor Eric Corijn, Vrije Universiteit Brussels, Belgium, Cosmopolis, Centre for Urban Research
- Jordi Pascual, Coordinator Culture UCLG
- Dr. Ege Yildirim, Urban Planner, Istanbul, Turkey



Mxolisi Kaunda



Adham Darawsha



Doris Sommer



Cecilia Andersson

Session 4: 15.30-17.15hrs CET

THEMATIC DISCUSSION "INTEGRATED BENCHMARKING AND MEASUREMENT TOOLS FOR SAFER CITIES" (15.30-16.30 HRS)

How will COVID-19 impact longitudinal studies? The 50% Violence Reduction Target spearheaded under the framework of the Peace in our Cities Campaign.

Position paper by dr. Robert Muggah, CEO Igarape Institute Brazil and Co-Chair GPM Advisory Committee (moderator)

Global Panel

- Mayor Marvin Rees, Bristol, United Kingdom, member of GPM Executive Committee
- Dr. Rachel Locke, Director, Impact: Peace, University of San Diego and co-facilitator of Peace in Our Cities Initiative
- Dr. Irvin Waller, Emeritus Professor, University of Ottawa
- Robert Ndugwa, Officer in Charge of the Global Urban Observatory Unit, UN-Habitat
- Petronella Lehtela, Specialist Urban Safety, City of Helsinki, Finland



Marvin Rees



Robert Muggah

Closing Panel (16.30 – 17.15 hrs)

Next steps towards a workplan Safer Cities Programme and WUF2022

Global Panel

- Victor Kisob, Deputy Executive Director, UN-Habitat
- Raf Tuts, Director, Global Solutions, UN-Habitat (moderator)
- Bo Mathiasen, Deputy Director, UNODC
- Mayor Peter Kurz of Mannheim, Germany, Chair Global Parliament of Mayors
- Deputy Mayor Mariusz Skiba of Katowice, Poland, GPM Mayor and Host WUF 2022
- Felix Munger, CEO, Canadian Municipal Network on Crime Prevention

Final Remark and Wrap Up

- Juma Assiango, Specialist-Safer Cities, HR&SIU/Urban Practices Branch, UN-Habitat

Rapporteur for all sessions

Chrystie Swiney (JD/Ph.D. (ABD)), Attorney Adviser, Legal Scholar Sunwater Institute, and doctoral fellow for the Georgetown Global Cities Initiative



Victor Kisob



Raf Tuts



Bo Mathiasen



Peter Kurz



Mariusz Skiba